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ABSTRACT

The content and quality of prisoner education in Queensland, Australia, was reviewed. The review focused on the following topics: prisoners' rights and responsibilities in general and their rights to rehabilitation and education in particular; the structural, organizational, and attitudinal barriers to correctional education; available and needed capital and equipment resources; steps toward and the need for development of a coherent and integrated education and training service; the special needs of women in prison and policies needed to meet them; sentence management and education and training; and education and training of custodial correctional officers. Information for the review was gathered through interviews with representatives of churches, prisoner aid groups, aboriginal and Torres Strait Islander interest groups, correctional officers' associations, and government departments and agencies. The review resulted in 70 recommendations, including calls for specific program improvements at individual correctional institutions and general program improvement measures directed toward the Queensland Corrective Services Commission. (A list of organizations and agencies invited to give evidence for the review is appended.) Contains 52 references. (MN)

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UNLOCKING MINDS:
FROM RETRIBUTION TO REHABILITATION

A Review of Prisoner Education in Queensland

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August 1990

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PREFACE

The report of the Commission of Review into Corrective Services in Queensland (The Kennedy Report) in 1988 was a milestone in the correctional services in Queensland. Among its recommendations were that educational programmes should be available in all prisons, and that library facilities should be established. In March 1990, the Queensland Corrective Services Commission, set up as a result of the Kennedy Report, initiated an Enquiry into the education and training needs of offenders in Queensland, into existing provision for them, and sought recommendations for change. The Enquiry has been conducted by Professor Eileen Byrne, Professor of Education (Policy Studies) at The University of Queensland, under a $28,000 contract between the Commission and the University.

This report, Unlocking Minds: From Retribution to Rehabilitation, is the first report of that Enquiry. It is a preliminary report only, which deals with major issues of principle still not yet accepted widely in Queensland. No further detailed work would be useful or productive, unless these principles are first accepted and honoured.

A second report will be produced which reviews a wide range of research and policy evidence on correctional education from interstate and overseas, to determine which more detailed policies and practices relating to the provision of education and training for offenders, can most usefully and validly be transferred to the Queensland context.

ACKNOWLEDGEMENTS

This report would not have been achieved in the time available and to the standard required by the nature of its subject, without the dedicated and committed work of my colleagues. To Merideth Sadler, Senior Research Assistant and responsible for much of the analysis, Mark Salter, Research Assistant responsible for a sophisticated and comprehensive literature search, and above all, to Marie Keynes, Secretary and Project Officer to the EATOP Enquiry, I owe a debt of gratitude for work well beyond the normal bounds of duty.

Grateful acknowledgement is also made to those senior staff and Correctional Officers who gave evidence to, and cooperated with this Enquiry; to the prisoners for their evidence and for making a leap of faith in trusting me – their confidentiality will be honoured; and above all to the Education Officers for persevering in their work, for making bricks without straw, and for all they have done to insist on helping those prisoners who are willing to be helped, despite all the barriers placed in their way.

CHAPTER 1

INTRODUCTION: RIGHTS, RESPONSIBILITIES AND REHABILITATION

> *"It is not what a lawyer tells me I* ***may*** *do; but what humanity, reason and justice tell me I ought to do."*
>
> Edmund Burke, 1775

This report deals with what humanity, reason and justice would expect that the Queensland Government, the community and the general public will commit themselves to in relation to the education and training of offenders, if we are to be regarded as in any way a civilised and humane modern democracy.

When the Education and Training of Offenders Project (EATOP) was set up by the Queensland Corrective Services Commission in March 1990, the intention was to cover all offenders, both custodial and those serving sentences under Community Corrections. The complexity of the problems which have emerged on the custodial side has, however, made it necessary also to review many of the non-educational policies and practices which form mainstream correctional policy, as these affect the provision of, and access to, education and training in the custodial Correctional Centres (prisons). The time set aside for the Enquiry and the production of its first report (April-August 1990) has therefore only permitted a thorough and comprehensive review of the ***custodial*** side of correctional provision in Queensland. The Community Corrections service within the Queensland Corrective Services Commission has not yet been reviewed; such a review should desirably be a priority for early implementation.

This report deals primarily with issues of fundamental principle which must be decided - and honoured by realistic budgets as well as commitment - if prisoner education is to become a reality in Queensland. It contains a critical review of existing policy and practice and presents a current state-of-the-art of education and training (or the lack of it) in the Queensland prison system; for that is what it still is. Recommendations are made for major change not only in the direct area of education and training, but also in other areas of correctional policy, because it is often structural, attitudinal and policy barriers which deny prisoners access to education and training, and therefore to possible rehabilitation.

Custodial offenders vary from short sentences to longer or life sentences. The needs of *longterm custodial* offenders are more complicated but extremely important and the need to improve both the range and depth of education and training provision for this group on the one hand, and their motivation to pursue worthwhile and purposeful educational activities on the other, is regarded as a central issue in the study. *Shorter-term custodial* offenders may need a partly different approach, depending on whether they are low or medium risk in terms of security. Style and range of provision will need to be considered in terms of early reintegration, for this group. In the case of both of these groups, proposals for improved provision need to be seen not only in terms of their educational needs, but of overall correctional policy, in terms of security, and given the practical limitations of accommodation.

The review has covered all possible aspects of custodial corrections in Queensland in relation to education and training, including the improvement of related services without which offenders may be unable to apply themselves to new programmes, or to achieve satisfactorily in them. These include counselling; programmes to improve self-esteem; programmes to improve life-skills; moral education; and the acquisition of a sense of the social consequences of actions.

Defining terms

The redesignation of ***prisons*** as ***Correctional Centres*** by the Queensland Corrective Services Commission has so far proved less generally effective than is desirable, in the sense that not all Centres have yet been given either the resources or the new skills, for such a major change in direction. The renaming is, in principle, to be welcomed if it is accompanied by improved budgets, more proactive and consistent planning, more efficient procedures and changes of attitude in mainstream staff, as a corollary to moving from retribution and a punitive policy to one of rehabilitation. But the evidence received, or gathered during fieldwork visits and interviews, confirms that not all Queensland Correctional Centres are yet operating differently from their hard-line inheritance.

Prison is defined as *"the condition of being kept in captivity or confinement"* and a prisoner, *"one who is kept in custody; a captive; one who is confined to a place"* (Shorter Oxford English Dictionary). It is interesting that **custody** is, however, in turn defined in two ways: firstly as *"confinement, imprisonment, durance"* (1611) but also, secondly, in an earlier definition as *"safe keeping, protection, charge, care, guardianship"* (1411). Queensland's custodial Centres are clearly based on the first definition, but have some way to go to implement the validity and relevance of the second. Individual officers within Centres may do so; the institutions as such, need further positive encouragement and direction to see this as their role and to make it a reality.

Similarly, the original generic definition of correction is *"the act of setting right, amendment; the counteracting of the ill-effect of something; the correction by disciplinary punishment, chastisement"* (Shorter Oxford English Dictionary). Correctional practice until recently in Queensland has been based on the third of these definitions, but has yet to come fully to terms with the first two. The definition of corrective as *"having the property of counteracting something hurtful; restoring to a healthy condition"* is also not traceably reflected in current practice.

Throughout this Report, therefore, the *prisoners* in Queensland's custodial Correctional Centres are so called, as an accurate reflection of their current status and treatment. It is to be hoped that the outcome of this report and Enquiry, will result in real, systemic, organic and longterm changes which enable a new and more supportive terminology to be more than cosmetic.

But the inheritance from the former Prisons Department with which the Queensland Corrective Services Commission (QCSC) was faced when it was set up in 1988 as a result of the Kennedy Report, was so stark, deprived, negative and under-resourced, that it has been quite unrealistic for successive Governments and the general community to expect the QCSC to achieve the major reforms which it was encouraged to implement. The QCSC has been expected to make bricks without straw. So far from the Corrective Services Budget being gradually increased in phases to realistic levels to begin to make up for twenty years of neglect and underfunding, however, the Budget does not yet allow for any developmental work in education and training to be done, to implement policies which would go beyond crude containment.

The community will get the level of service it pays for. Before dealing in detail with the evidence, conclusions and recommendations of this complex Enquiry, therefore, the rationale for investing realistically in Queensland's essential corrective services is spelled out clearly. There are three reasons why we need to move to realistically-resourced correctional programmes which should be based on rehabilitation and not on crude punitive and retributive containment.

- The provision of a humane, rehabilitative programme for prisoners is one of the most fundamental of internationally-accredited human rights.

- Rehabilitation programmes, while they will not succeed with all prisoners (any more than schools and universities succeed with all students), **will** help to reduce recidivism (repeating of crimes). This will save taxpayers' money in the long term.

- Rehabilitation programmes which are able to shorten that period of a sentence which is spent in a custodial prison, whether through earned remission or through earlier transfer to Home Detention or Parole, will also save considerable sums of taxpayers' money.

A negative inheritance

When Kennedy presented the Interim Report to the Minister for Corrective Services in May 1988, he wrote that

> "The Corrective Services of this State have been suffering from years of financial neglect. As a result, the physical infrastructure and the operational resources provided are not adequate to meet the needs of the prison population .... The lack of funding has resulted in only a token effort at delivering real corrective programmes such as drug rehabilitation, basic literacy and child abuse counselling."

In the final Report of the Commission of Review into Corrective Services in Queensland, this concern was repeated, and it should be cited in full:-

> "There is no alternative to the kind of entrenched failure to properly finance the system I have been describing, other than to provide adequate additional funds. No amount of staff dedication, no amount of hard work and smart management, no amount of enlisting volunteers, no amount of cutting corners and creatively extending the letter of the law to release prisoners and relieve overcrowding, can adequately substitute for the underfunding of this essential service . ....
>
> Queensland has been underfunding and seriously neglecting corrective services. The consequences of this underfunding is apparent in a whole range of services. Some essential services are just a mockery ... Compared to other States, Queensland pays only token amounts to actual corrective services that reach a prisoner." (Paras 10.1-10.2)

This 1990 Report spells out, chapter by chapter, a litany of barriers which prisoners still face to access to the most basic education and training (even basic literacy); an almost total lack of properly designed educational facilities; a continuing desperate underfunding of educational, counselling and rehabilitation programmes; their almost complete lack in some Centres; erratic stop-go funding; diversion by Managers of funds provided for education to pay for Officers' overtime or other costs; and many other structural, attitudinal and resource barriers.

Rehabilitation and education: a basic human right

The Kennedy Report was a blunt, comprehensive and radical document. We need, however, to look beyond the Kennedy Report for guiding principles on which to base a new policy for rehabilitation, not retribution, and for the place of education and training in correctional policy to be guaranteed, respected and resourced.

The right to work is described by the United Nations as "an inalienable right of all human beings". Successive UN Conventions have spelled out the right to education and the right to vocational training and to recurrent education and training as one of the five most fundamental of human rights. ***Denial of education and training means denial of all but the lowest level of unskilled work*** (a disappearing commodity in a technological age). Denial of work means denial of the *choice or opportunity* to support a family, provide a home and secure financial independence. Denial of these is, in turn, an inevitable recipe for recidivism.

All this is obvious, and hardly needs to be spelled out. Yet there is, further, a recorded authentication of this both from the United Nations and at national level in Australia, which all Governments in Australia have formally agreed to accept as binding.

In 1957, the United Nations published ***Standard Minimum Rules for the Treatment of Prisoners*** to which both the Federal Australian Government and the Queensland Government are committed. Rule 57 states that

> "Imprisonment and other measures which result in cutting off an offender from the outside world are afflictive by the very fact of taking from the person the right of self-determination by depriving him (sic) of his liberty. Therefore the prison system **shall not**, except as incidental to justifiable segregation or the maintenance of discipline, *aggravate the suffering inherent in such a situation."*(emphasis added)

This Rule has been incorporated into the revised ***Standard Guidelines for Corrections in Australia*** approved by the Conference of Correctional Administrators in 1989 (para 1.2).

This Report spells out the deprivation of a substantial majority of prisoners of the most basic levels of education and training, either

(a) by non-provision or serious underprovision of budget, accommodation and staff, or

(b) by deliberate obstruction by some Correctional Officers and/or Managers, either as conscious policy or for other reasons.

This currently places Queensland seriously in breach both of UN Rule 57, and of the Australian Standard Guidelines.

Rule 65 of the United Nations Standard Minimum Rules further provides that

> "The treatment of persons sentenced to imprisonment or a similar measure shall have as its purpose, so far as the length of the sentence permits, to establish in them the will to lead law-abiding and self-supporting lives after their release and to fit them to do so. *The treatment shall be such as will encourage their self-respect and develop their sense of responsibility.*" (emphasis added)

It will be suggested at intervals throughout this Report, that both the many negative practices in Correctional Centres on which widespread, substantial and well-authenticated evidence has been received, and which are reported in later chapters, and the lack of coherent, funded, guaranteed educational programmes, place Queensland also gravely in breach of UN Rule 65.

Rule 66(1) of the UN Standard Minimum Rules further provides that

> "All appropriate means **shall** be used, including religious care ... education, vocational guidance and training, social casework, employment counselling, physical development and strengthening of moral character, *in accordance with the needs of each prisoner ....*" (emphasis added)

It will be evident from later chapters in this Report, that Queensland has not taken effective steps to ensure that UN Rule 66(1) is honoured and implemented.

Again, this principle has been incorporated into the 1989 Australian Standard Guidelines for Corrections in Australia (amended from earlier Guidelines), paras 5.57 and 5.58 of which endorse prisoners' basic right to rehabilitation programmes:-

> "All prisoners should have access to productive work, education, recreation and leisure programs and facilities which provide them with the opportunity to utilise their time in prison in a constructive and beneficial manner." (Para 5.57)
>
> "The Manager of the institution has a responsibility to encourage prisoners to participate in such programs." (Para 5.58)

Some current Managers of Correctional Centres are not currently honouring either the spirit or the text of Para 5.58. Indeed, some of the (authenticated) incidents which are reported in later chapters, are in direct opposition to this principle set out in the Australian Guidelines.

Finally, Article 10.1 of the International Covenant on Civil and Political Rights (ICCPR) states that

> "All persons deprived of their liberty shall be treated with humanity and with respect for the inherent dignity of the human person."

Despite major changes since the Kennedy Report began to be implemented, much still needs to be done before the majority of prisoners in Queensland Correctional Centres will be able to receive treatment which accords with this Article. Examples will be given throughout this Report which are considered to be also in breach of this basic right.

This is not, of course, the first time that this situation has been reviewed or reported. The submission from the Human Rights and Equal Opportunity Commission to the Commission of Review into the Queensland Prison System in 1987, expressed serious concerns and recommended that

> "All prisoners should have access to rehabilitation programs including educational and vocational training programs." (Recommendation 9)

That this is still denied in Queensland in 1990, is primarily a reflection of lack of public and political commitment to a realistic, guaranteed, continued correctional education budget, of a scale and breadth adequate to implement prison reform in Queensland in such a way as to bring us up to the ***minimum*** standard of the rest of the civilised world.

In every Correctional Centre visited, there were numerous complaints from prisoners - complaints frequently fully authenticated by evidence from some supportive Correctional Officers - of the excessive use of the blanket alibi of "security" to justify behaviour towards prisoners which was punitive, irrational and discriminatory. Examples of these are given in later chapters. This was most often cited in relation to denial of access either to the Education classroom or accommodation at all, or to particular classes, or to the Education Officer. We give examples in later chapters which we consider to be in breach of Rule 27 of the United Nations Standard Minimum Rule, stating that

> "Discipline and order shall be maintained with firmness, *but with no more restriction than is necessary* for safe custody and well-ordered community life."

This principle has also been enforced in the US Supreme Court (Shelton v. Tucker) following the Eighth Amendment to the US Constitution which prohibits penal practices which constitute "cruel and unusual punishment". The Supreme Court ruled cruel and unusual punishment included excessively restrictive confinement not justified by classification or danger to security; and that a State had violated an individual's constitutional right under the Eighth Amendment if it failed to confine and treat prisoners "in the least restrictive manner possible". That is, the Court ruled that

> "Even though the Government purpose be legitimate and substantial, *that purpose cannot be pursued by means that broadly stifle fundamental personal liberties,* when the end can be more narrowly achieved" (Community Research Forum, 1980, p.23)

While this is not, of course, binding in Australia, it sets a standard to the UN Rule 27 which should serve as a valid interpretation of that Rule.

Rehabilitation as an investment

A number of overgeneralised statements have appeared in the general research literature on criminology to the effect that because it has not always been possible to prove a clear statistical correlation between completion of rehabilitation programmes and reductions in recidivism, rehabilitation is seen to be ineffective. This is based on a very imperfect understanding of the actual content and evaluations of the major research now available; indeed, a misunderstanding of the evidence.

For example, a 1978 seminar of the Australian Institute of Criminology cites W. Clifford as saying that "Recent studies ... indicate ... that regardless of the kind of prison and the attitudes of correctional administrators, recidivist rates remain unchanged, thus adding weight to proposals for a return to retributive sentencing and abandonment of rehabilitation as an aim of sentencing." (Kingshott, 1978, p.2)

But the evaluations of the 1970s have in common that they regularly report inadequacies in setting up "rehabilitation" programmes as fundamental as lack of proper initial funding, lack of continuity, stop-go funding, negative attitudes of officers, lack of related inservice training programmes for key personnel, too short a timespan for programmes ... It is difficult to find an evaluation research report which does not concede major flaws in the conditions under which the rehabilitation programme was set up or was conducted.

To reject rehabilitation as an approach, therefore, on this extremely imperfect and uneven evidence, is tantamount to recommending the closing down of all aspects of the schooling system except pure repetitive drill, on the specious grounds that a consistent proportion of school students fail in each generation to profit from modern teaching methods. It would be equally unsound and unjustified.

Given the high cost of custodial internment of offenders, if we were able even to dissuade 20 per cent of prisoners from reoffending by making them literate, giving them new work skills, improving their inter-personal skills, weaning them off drugs and alcohol by positive treatment programmes, the overall longer term saving to the taxpayer would more than offset the cost of programmes.

Moreover, long experience in Holland, Germany and Denmark, and more recent experience in some Queensland Correctional Centres, establishes beyond any reasonable doubt that the more the prisoners are involved in substantial, satisfying and purposeful activities while they are incarcerated, *the less* they are prone to violence or to negative behaviour towards officers or each other; the fewer incidents of vandalism; the better the general atmosphere in the prison community. In the relatively short time that Borallon has been open, its experience (with a less favourable staffing ratio but a proactive programme policy) would seem to support this. We discuss Borallon in further detail later. Rehabilitation is a sound investment in managerial terms also, therefore.

The Queensland Corrective Services Commission published its first policy document in 1989, Philosophy and Direction ("the blue and gold book") in which the principal direction was seen to be "(a) challenge to assist individuals to correct offending behaviour by encouraging positive self-development" (p.3). The consequential definition of mission was "to confront offenders with the consequences of their offending behaviour and, based on individual assessment, provide access to opportunities for self-development offered by Government and community agencies". The Commission has been encouraged by both the Ahern Government and the current Government, to create this proactive but realistic new direction which has been significantly successful in other countries, but it has not been given adequate funds and resources to carry this out.

The chapters which follow, analyse the difference between theory and practice, and make major and detailed recommendations for change.

The EATOP project

The fact that the QCSC has commissioned the Education and Training of Offenders Enquiry in 1990, and has agreed to the public release of this Report in full, is, in itself, encouraging. We discuss later, the practicalities of development, the phasing of change, realistic budgets and training needs. Before we move on to the detailed evidence on a wide range of separate but related issues, the framework of the EATOP project is first discussed.

The task of analysing the education and training needs of offenders, and of assessing the varied and effective ways in which these can best be met, is long-term and complex and will not be able to be completed within the framework of a single year. The work completed in 1990, the EATOP project, originally had five immediate aims.

- To achieve a needs analysis which covered all ranges and types of offenders.

- To achieve a needs analysis which covered all aspects and levels of education and training.

- To review other personal needs of offenders which, although not directly educational, are closely related to (and will affect) learning.

- To consider improved methods of assessment of offenders and of their capacities for learning.

- To review any structural or organisational barriers to education and training, within the proper bounds of security and of overall correctional policy; either in Centres or in the system.

All of these are covered in this Report for those offenders who are prisoners in custody. While all aspects of education and training have come under review, attention has focussed in particular on the more disadvantaged within the prison population. For it became almost immediately evident that even in prison, the Matthew principle operates ("To him who has shall be given, and from him who has not, shall be taken away even that which he has"). It has been (relatively) easier, even within an embryonic educational policy, for a well-educated prisoner to study externally at an institution of higher education, than for illiterate or undereducated prisoners to have even basic access to literacy classes or basic general education within their Centre.

Public request for submissions

At the beginning of May 1990, a public advertisement appeared in all Queensland newspapers, regional as well as State-wide, inviting submissions on both the education and training needs of and provision for offenders in Queensland, to be sent direct and in confidence to Professor Byrne at the University. Media interviews were given to the ABC (4QR and Radio National and the regional networks). Reports of the project, ranging from unusually accurate summaries of the Press Release issued by the QCSC on 4 May, to full page articles, have also appeared in almost all Queensland newspapers.

Further, a personal letter inviting submissions, evidence or recommendations was sent individually to the organisations and agencies listed in Annex A to this Report. A detailed outline of the Enquiry's terms of reference and of the questions to be addressed, was sent out both in reply to requests from those responding to the advertisement, and with the personal letters of invitation.

The published outline identified a number of areas of education and training on which evidence was particularly sought; notably

- **basic literacy and numeracy** for those who are currently unable to read or write or to handle numbers accurately
- **functional literacy** for those who are literate but unable to apply basic skills in a practical (eg work-related) situation
- **functional mathematics** for those with poor educational achievement in this area: this is essential for an increasing range of employment in the 1990s
- **general further education** for those who dropped out of schooling early or who failed to achieve in school, to fill in gaps. This should at least include social and political education, some aspects of the humanities, and English and maths above the basic functional level of a kind to provide a good foundation for later vocational training
- **prevocational and vocational education and training** for preparation for work
- education for **computing and information technology**
- **academic and advanced education** for those intellectually capable of this level of further education
- education for **purposeful leisure and for personal fulfilment**.

It was recognised that there are also related areas which, while not being seen as directly educational, are critically important in helping offenders to benefit from (or even to be motivated for) programmes of education and training. These were identified at the outset as:-

- **improved assessment techniques** and procedures for assessing both the abilities and skills offenders have and their potential for further development
- **personal and vocational counselling**, in the light of assessments and reports on individual offenders
- ways of improving **low self-esteem** and improving self-motivation
- ways of improving the individual offender's **study skills and training skills** (as distinct from the content and style of education and training)
- education in improved handling of **personal relationships**; the development of inter-personal skills.

A number of other "non-educational" areas have, in the event, had to be reviewed, as and when they have emerged either as constituting serious barriers to prisoners' access to education, or as being potentially helpful in motivating prisoners to persevere with programmes aimed at rehabilitation rather than repression and retribution.

In this context, we have also reviewed, therefore, such issues as remission, prisoner mobility, sentencing practices, security policy and practice, payment to prisoners, *insofar as they impinge on the provision of education and training.*

It must be said that the overall response to these widely publicised requests for submissions, has been generally disappointing, and seems sadly characteristic of a longstanding climate in the Queensland community of indifference to the appalling conditions of prisoners in some of our prisons/Correctional Centres; and indifference or inertia to the post-Kennedy reforms in general. We are especially grateful therefore to those who did take trouble to write in, to contact us and to give us helpful and constructive advice. They will see their contribution throughout this report. We hope that the leadership of major sections of our Queensland community will respond more actively to the positive, carefully constructed and realistic recommendations of this report, and ensure its implementation.

Finally, it became evident after the first two visits to Correctional Centres (the survey is outlined in the following chapter), that it is not possible to review the education and training of offenders in custody, without reviewing the education and training of custodial Correctional Officers. *The Officers are the lynch-pin of the prison system.* Their attitudes, their interaction with prisoners, their commitment or otherwise to Commission and Centre policies, remain the key influence on the *access* or otherwise of prisoners to rehabilitation programmes - and to prisoner *motivation* for these.

Written evidence from a Chief Custodial Correctional Officer may serve to highlight this:

> *"So many times these things fall flat because not enough attention is paid to the bottom line, the foundation on which you have to build. I only hope that the coal face correctional officer is part of any foundation. Without a bond between both programmes staff and correctional officers, conflict arises right from the start. We must all work as a team. It is certainly not before time that attention should be given to improving educational resources available to inmates and officers."*

This very experienced Chief went on to add that

> *"If more attention was paid to officers' educational needs, this might help negate their sometimes negative attitudes and direct opposition to inmates' education."*

And, indeed, the Correctional Officers themselves have the same need for, and the same right to, education and training to fit them for a changing job profile and for the increasingly difficult and stressful task of running Correctional Centres. ***The public owes a considerable debt to Officers who are coping with a difficult, unpalatable and often stressful, fast-changing field of work, in the public interest, without any retraining or re-education programmes so far to help them to do so.*** That there are Officers who indulge in obstruction, in non-cooperation, in negative practices (with or without corrupt intent), it would be naive to deny. But that this represents either all officers, or even the majority of officers in a changing service, is demonstrably not true, and is a reflection of unhelpful prejudice and unthinking stereotyping.

A review of the education and training needs of, and current provision (or lack of) for custodial Correctional Officers has therefore been added in to the EATOP Enquiry, and recommendations are made for change and development in this area.

The survey

Every Correctional Centre in Queensland has been visited except Palen Creek, for either one full 12 hour day or for two full days. The accommodation has been inspected, and open-ended interviews have taken place with General Managers, Programme Managers, Chiefs, senior and mainstream Correctional Officers, and above all with prisoners.

It cannot be said, however, that it proved possible to interview the same representative range of prisoners and officers at each Correctional Centre. Cooperation from General Managers and from Chief Officers has been uneven at the least. A letter was sent by the Project Director, by agreement with the Commission, to each General Manager in mid May (well in advance of the proposed visit) asking them

(i) to produce details of the education and training provided currently at their Centre (if any) and to give their views on how to expand or improve on these; and to produce basic statistics on the prisoners at the Centre;

(ii) to arrange for meetings between Professor Byrne and as many Correctional Officers as possible, to circulate the EATOP outline in advance to the Officers and to brief them on the project so that their views and proposals could be heard direct; and

(iii) for prisoners to be given the EATOP outline in advance of the visit, to be briefed on the project, and for arrangements to be made for Professor Byrne to meet with prisoners direct, either individually or in groups (or both). Prisoners were also to be told that they may write confidentially direct to Professor Byrne with views, evidence or proposals to improve the education and training available to them; and

(iv) for a meeting to be arranged with the Education Officer at each Centre.

Of the eleven Correctional Centres run directly by the Commission, only three General Managers in fact informed either prisoners or officers *in advance* of the day of the visit; or released or circulated the spare copies of the EATOP explanatory outline at all. In eight cases, it proved necessary to negotiate on arrival, some kind of realistic day's programme. How successful it proved to reach a realistic span of officers and prisoners for interview depended in each Centre on

* how quickly the General Manager got the message that access to officers and prisoners was not negotiable but compulsory;

* how efficient senior staff, Programmes Managers and Education Officers were at setting up instant schedules of interviews within the limits of security, musters, mealtimes;

* how far General Managers decided to cooperate at all, or to indulge in passive resistance ("Please go anywhere and talk to anyone" in a Centre of 120 Officers, over 200 prisoners and thirty or forty gates/barriers to lock and unlock, could not be taken seriously as a planned programme which met with the advance instructions and requests.)

* how far efficient prisoner networks operated in cooperation with helpful escorting Chief and Senior Officers or well-established Education Officers, to open up access to prisoners.

It is a tribute to the cooperation of some responsible Correctional Officers at the operational level, and to Education Officers and Programme Managers that, in the event, as many unconstrained confidential interviews were able to be held with both Officers and prisoners, as were, in fact, achieved.

If we are to make progress on this policy, some more clearly-defined policy direction from the Commission to the Centres will be needed, and a radical change of attitude on the part of General Managers. Chapter 4 which sets out criterion-based proposals for a revised education and training policy, discusses this further.

CHAPTER 2

TODAY'S PRISONERS: STRUCTURAL, ORGANISATIONAL AND ATTITUDINAL BARRIERS

"I know not whether Laws be right
Or whether Laws be wrong;
All that we know who lie in gaol
Is that the wall is strong;
And that each day is like a year,
A year whose days are long."

Oscar Wilde, The Ballad of Reading Gaol, 1898

One of the more disturbing issues to have emerged in this Enquiry, is some evidence of a continuing stereotyping in the Queensland community and in the Correctional Centres about the nature of prisoners - as if they were all alike and all were irredeemable. It can often translate into a uninformed prejudice, hostile to any policies seen as likely to help prisoners.

This can be exacerbated by the lack of public knowledge of the current reality of offence, sentencing and correction. In this, the media must carry a major responsibility. A number of leading community interests who gave evidence to the Enquiry, have stressed the need both for closer community involvement and more balanced media reporting. The general consensus is well summed up in this submission from Church chaplaincies:

> *"To date, because of minimal community involvement with people who offend, public attitudes have been largely shaped by the media. Unfortunately, the media and press have repeatedly focussed on the dangerous criminal minority, distorting the reality that 96% of people who offend are convicted of non-violent crime. Community members by their involvement can participate in changing the structures that isolate and stigmatise individuals in the criminal justice system, and by so doing can shape more productive public attitudes."* (Catholic Prison Ministry)

This chapter discusses the prisoners and their needs; and the structural, organisational and attitudinal barriers which hinder their access even to such limited educational opportunities as do currently exist. Proposals for remedying problems are dealt with in later chapters.

Today's prisoners

It is difficult to describe the incidence of "serious" crime accurately in Australia. For example, the community's attitude towards industrial pollution, heroin importation and medical fraud has been changing significantly in recent years. In a survey of 2555 Australians of 14 and over, the Australian Institute of Criminology asked respondents to rank the seriousness of 13 criminal acts. The results of the survey are summarised below:

Act	Rank	Times more serious than Bicycle Theft
A person stabs a victim to death	1	27
A person smuggles heroin into the country for resale	2	23
A factory knowingly gets rid of its poisonous waste in a way that pollutes the city water supply. As a result one person dies.	3	19
A worker had his/her leg caught in an unguarded piece of machinery because the employer knowingly failed to provide safety measures. As a result the worker lost a leg.	4	18
A person armed with a gun robs a bank of $5000 during business hours. No one is physically hurt.	5	14
A parent beats his/her child with his/her fists. The child is hurt and spends a few days in hospital.	6	11
A man beats his wife with his fists. As a result she spends a few days in hospital.	7	11
A person illegally received social security cheques worth $1000.	8	7
A person cheats on their Commonwealth income tax return and avoids paying $5000 in taxes.	9	5
A doctor cheats on claims he makes to a Commonwealth health insurance plan for patient services for an amount of $5000.	10	5
Two adult males willingly engage in a homosexual act in private.	11	4
A person breaks into a home and steals $1000 worth of household goods	12	3
A person steals $5 worth of goods from a shop	13	1

We will not comment on the results, which raise some serious questions, however, about Australian perceptions of relative morality and ethics.

It is, perhaps, important also to note the relative incidence of frequency or otherwise of the major crimes which warrant custodial correction. Murder is the least frequent violent offence, and accounts for only 1.5% of all violent offences. Serious Assault accounts for 50% of all violent offences *but for only 2% of all serious offences.* Rape represents about 10% of violent offences, but a negligible proportion of all serious offences. Robbery accounts for 37% of all violent offences, but only 1.4% of all serious crimes. Burglary, by contrast, accounts for six out of ten serious crimes reported to the police in Australia; 1 in 17 of all private dwellings were touched by burglary. Motor vehicle thefts are over 22% of serious crimes. Fraud is complex, and all that can be said is that fraud offences *show an increasing pattern in Australia.*

Apart from murder, crimes reported to the police are increasing at a faster rate than the rate of population growth. Within this, property crimes outnumber violent crimes by about 25:1.

What is clear is that there is no indication that the level of serious crime at the maximum security end of sentencing, is in any way decreasing; indeed, the reverse. Whatever our justifiable hope that more offenders sentenced in the courts may respond to community correctional treatment more positively than to custodial corrections, we are not likely to need significantly fewer custodial places. It may be that the turnover may be swifter. But the commitment to custody rate may not diminish.

In Australia as a whole, *murders* reported to police as a rate per 100,000 population declined from 1.9 to 1.7 from 1973 to 1984. By contrast, the rate per 100,000 for reported *serious robbery,* however, almost trebled from 20.8 to 58.8, in the same period. Reported *rape* increased from 5.6 to 12.1 per 100,000 between 1973 and 1984, and reported *robbery* from 23.3 to 42.9. All these are crimes of violence. When we look at major property crimes reported to the police, the rate per 100,000 rose from 881.0 to 1746.7 in that decade; with a larger increase within that for break, enter and steal rates related to dwellings as such - from 452.9 to 1036.4 per 100,000. The State by State figures are given in Table 1 (Australian Institute of Criminology, 1987).

The figures may need to be regarded with some caution. They are reported crimes, not convictions. The rate of reporting (or conviction, or sentencing) may vary from State to State. Some rates may reflect different stages of developing public opinion (eg the definition of rape, for example, has altered legislatively in the last decade to widen the definition to include rape within marriage). Serious assault can vary from minor injury to causing permanent physical impairment.

TABLE 1

QUEENSLAND

INCREASE/DECREASE IN CRIMES REPORTED TO POLICE 1973-4 TO 1984-5

	1973-74		1984-85	
	Nos	Rate per 100,000	Nos	Rate per 100,000
Murder	41	2.0	35	1.4
Serious Assault	357	17.5	2,206	88.0
Rape	98	4.8	136	5.4
Robbery	283	13.9	544	21.7
Break, Enter & Steal Dwelling	5,788	283.7	15,912	634.7
Total	13,908	681.8	31,905	1,272.6
Motor Vehicle Theft	4,770	233.8	8,767	349.7
Fraud	3,928	192.5	14,379	573.5

Source: The Size of the Crime Problem in Australia, Australian Institute of Criminology, 1987, Tables 1-8

What is, however, clear is that the kinds of crime which warrant a gaol sentence, are certainly *not decreasing.* There are three fundamental reasons for sentencing to a custodial gaol as distinct from a community corrections sentence.

* The public needs to be protected from the offender.

* The crime is so serious that nothing less than a lengthy gaol sentence is justified or fair.

* The offender has already experienced probation, community correction, parole and needs a more rigorous experience to attempt to change his or her attitude.

It should be noted that "rigorous" does not mean unjust, inhumane or brutal. It means rigorous. This report is therefore predicated on the realistic expectation that we shall continue to need custodial Correctional Centres, and that they therefore need review and reform.

It is difficult for lay interests at times to strike a good balance between cynicism about the prisoner population as a whole on the one hand, and a naive sentimentalism on the other. Neither is correct and neither is either just or useful. Prisoners, exactly as the rest of us, have some things in common to their status, but many more in which the prisoner population is exceedingly heterogeneous. Prisoners have in common that they are manipulative - almost a necessary condition for survival in the prison culture which Queensland has created. Most prisoners are demotivated and the majority have poor communication skills. There is a widespread perception that proportionately more prisoners today are amoral (without any ethical or moral consciousness) as distinct from immoral (doing "wrong" knowing it to be wrong), which creates a particular need for different counteractive educative programmes. There is increased reporting of a conscious difference between *evil* and *bad* in a prisoner and in the nature of his or her crime; and a rise in the perceived incidence of evil as an element.

But there is also widespread reporting of increased understanding that some types of prisoners have been caught up in a cycle of social and personal inadequacies and failures in a society with the least investment in social welfare infrastructure, youth service, social work and second-chance help, of any OECD country on record. Improved casework and research on women prisoners generally, has also established that a disproportionate number of women who end up in gaol, are themselves the victims of early child abuse, of incest in their family, of rape outside or within marriage. And this is so of some of the women in our Queensland Correctional Centres. Rehabilitation for them, requires an added dimension to their common problems with male peers, and in particular, special counselling and therapy not currently provided.

We know too little about the prisoners in the custodial Centres, for several reasons. The former Prisons Department saw no need to collect data on prisoners other than that essential for containment and control. The new Commission's daunting inheritance has meant that the focus and priority of its first two years have had to centre on problems more visible and repercussive than the complex question of diagnosis and assessment of prisoners. But we can make little progress in education, training or rehabilitation while the current, crude, simplistic and flawed methods of "assessment" and recording persist. A Select Committee of Experts on Education in Prison has recently reported on a study of the system of education in prison in the member States of the Council of Europe (Council of Europe, 1990). Their report records that:-

> "4.2 In exploring the educational needs of those who are in prison, some generalisations are possible. A high percentage of prisoners are severely disadvantaged people, with multiple experience of failure. These prisoners have had little or no work or vocational training in their lives. They have low self-images and they lack participatory skills. They see themselves as having failed at school. Initially they will be convinced education has nothing to offer them. Many will have severe literacy problems and an associated sense of stigma." (Ibid, p.17)

BARRIERS

(i) Illiteracy

There is a longstanding, cross-national and cross-cultural body of research evidence which establishes a very high rate of correlation between illiteracy or poor education at elementary level on the one hand, and crime and gaol confinement on the other. The illiterate are not only disproportionately represented in the prisoner population. They are a much higher proportion of recidivists.

The US Bureau of Prison Officials estimated that from 20% to 50% of the half million adults in US gaols were illiterate (depending on the definition of illiteracy). About half of those in US gaols had less than an 8th grade education. In some particular US institutions for young offenders, as many as 80% of the incarcerated young people were illiterate (Stoughton and Reagan, 1973). Another American survey on literacy training in penal institutions estimates that 61% of American prisoners lack literacy or functional literacy (Gold, P., 1983).

Loeffler and Martin (1982) surveyed correctional institutions throughout 44 American State Departments, and found that about 30% of the adult prison population were illiterate. They defined Adult Basic Education (ABE) as a *right*: "incarceration is a sentence of temporary loss of freedom; not a sentence to lifelong ignorance, unemployment, poverty and crime" (p.9). ABE was further, clearly defined as educational programmes that focus on basic skills instruction using remedial and life-coping materials to increase proficiency in language skills (reading, spelling, communication, writing and maths [numeracy, logical progression]). They cited an American Court ruling from Judge Warren Burger that "every inmate who cannot read, write, spell and do simple arithmetic ... be given that training not as an optional matter but as a mandatory requirement (on the correctional service) ..." (Loeffler and Martin, p.9).

The Queensland Correctional Centres have not all been able to provide statistics on prisoners in their Centres which even illustrate the *level* of schooling completed. Of those Centres who have supplied these basic statistics, none have a majority of prisoners who have even completed secondary education. For example, of the 359 prisoners at ***Brisbane Correctional Centre*** (Boggo Road) in July 1990, 5 had had no formal schooling and 88 only primary schooling; just over a quarter. A further 216 (just over 60%) had not completed secondary education; only 32 had completed secondary education and only 9, tertiary education. Thus, *four-fifths* lack an adequate education for employment in a technological society on the verge of the 21st century. At ***Sir David Longland Correctional Centre***, 8 prisoners had only primary schooling and 151 had failed to complete secondary education, out of 226 - 70%. At ***Rockhampton Correctional Centre***, 29 prisoners had had only primary schooling (15%), 72 had completed only Grade 9 or less (38%) and 80, Grades 10 and 11 (42%). At ***Townsville Correctional Centre*** the position was markedly worse - 55 prisoners had had only primary schooling or no schooling (17%), and a further 226 (69%) had not completed secondary education. ***Moreton Correctional Centre*** takes prisoners with special needs. Of the 45 prisoners there in July 1990 (the Centre is building up slowly), 13 (29%) have had only primary schooling or only part secondary and 23 (51%) have only completed secondary education to Grade 10. But at ***Palen Creek*** (prison farm) 28 out of 34 prisoners in June 1990, or 82%, had completed either only primary or part of secondary schooling. It is clearly unacceptable that the Commission and the Centres do not have properly *diagnostic* and reliable statistics which can be used as the basis for part of a sound needs analysis.

One Education Officer writes

> "The Centre has prisoners who cannot write their names. They have to start on their ABCs. The majority of Aboriginal people (here) have little or no literacy skills. Many of them cannot tell the time. They cannot count to the number ten. They cannot read safety signs or even understand symbols. The lack of these skills enhances their complete lack of self-worth. The non-Aboriginal population faces similar sorts of problems, but to a lesser degree ... The average non-Aboriginal level of competency would be

> equivalent to year eight or nine. The Aboriginal level of competency would be equivalent to year 5 or 6." (written submission)

In 1989, 48% of the inmates tested at another Centre by random sampling said they had difficulty in writing personal letters, job applications, social security forms, deposit and withdrawal forms and prison application forms. In yet another Centre, the Education Officer writes:

> "In this Centre, I would say we have from 50 to 70 prisoners who are quite illiterate and probably another 160 or so who aren't really functionally literate."

An American review has defined functional literacy somewhat crudely by level of schooling completed. Thus the equivalent of four years of primary schooling has been accepted internationally as necessary for basic literacy, but for technologically developed countries, eight years of schooling are needed, and the 1964 Economic Opportunity Act of USA defined a functional literate as one who had completed 8th Grade (Thomas, 1981).

But for our purpose, this will not do. If we have three prisoners all declaring on admission that they cannot read or write in English, one may be intellectually slow and incapable of much more than basic literacy; the second may be intellectually normal but with a psychological or emotional block to formal school methods of teaching and learning; and the third, unable to perform literately because his or her grasp of English is imperfect (migrants; some rural Aborigines). It is neither right nor pedagogically productive to classify these three as a homogeneous group of illiterates and to attempt to teach them in the same way or at the same pace.

If a prisoner enters a Queensland Correctional Centre illiterate or not functionally literate, it is not defensible that after a significant time in custody, he or she leaves still illiterate and therefore unable to earn his or her living. Literacy should be a basic right. Not only do we not know how many prisoners are not functionally literate; we do not know any details of a given prisoner's intellectual level or actual skills or achievement. Assessment as educators would understand it, is almost non-existent.

(ii) Assessment, recording and reporting

There can be no other sector of education and training which purports to treat their students (clients, subjects) according to individual need and yet undertakes no professional assessment whatsoever of their ability, achievement level or special characteristics. One urgent area of essential reform (or rather, initial *formation* of sound policy and practice, since there is little existing to re-form) is the initial assessment of prisoners on arrival at a custodial Correctional Centre. Secondly, it is essential that procedures (and the qualified staff to go with them) be set in place to re-assess prisoners at intervals, and *properly and professionally to reassess them* when they come up for consideration for remission, parole, home detention. In addition to substantial and detailed evidence from Education Officers, psychologists, Correctional Officers and prisoners on the inadequacy of (or non-existence of) assessment of prisoners, concern has been expressed by community interests on this issue. The support for improved assessment is summarised by evidence from chaplains:

> *"The first step towards ensuring appropriate education and training must be a thorough assessment of each individual detailing educational background, employment background, skills acquired, and skills needed. As a direct consequence, the assessment of offenders must sensitively take into account any aspects of the individual's personal history that may necessitate specialist counselling or education."* (Catholic Prison Ministry)

When an offender enters a custodial Centre, he or she goes through an information transmitting "induction" process. This consists of two processes. Firstly, the Induction Correctional Officer instructs the prisoner in the rules and routines of the Centre. Secondly, the Officer seeks information from the offender about his educational level, his past work history (if any), any special medical history, existence or extent of family, etc. It is difficult to think of a more inappropriate occasion on which key information comes not from accredited sources but *unverified* from the "client". Officers and prisoners are also widely agreed that many prisoners would be embarrassed to admit their inability to read and write and therefore the unlikeliness of this emerging in the instrumental induction process.

In theory, the prisoner should be seen within a week by the Education Officer and by other specialist staff (psychiatrist, Drug and Alcohol Counsellor, Correctional Counsellor). In practice, the constant turnover of staff, the regular inability to fill vacant staff posts (either because of the unattractiveness of the Centre or its location; or because the salary is too low; or because the salary money allocated for this has been reallocated by the Manager to elsewhere in the Centre) and the high turnover and mobility of prisoners, makes it impossible for a fully professional assessment to take place at all, and for any assessment to take place quickly.

Nor are all Education Officers at the Centres necessarily qualified to conduct educational assessments at any diagnostic level. One Centre with 240 prisoners and a high turnover rate, also estimates that with their minimal establishment of one Education Officer, one psychologist, two counsellors in post, they would need to set aside one day in five to cover assessment and reassessment. They cannot do this and cover other essential work.

Yet prisoners, by definition, are likely to have a combination of characteristics needing better diagnosis than a writing test and the ability to read a passage aloud. No educator would wish to predict success in the teaching:learning interactive process without either objective testing of, or reasonably accurate observational reporting of such factors as

- level of intellect and therefore potential available level of achievement
- level of cognitive skills (logical reasoning, computation with understanding and not by rote, deductive and inductive capacity, etc
- main behavioural characteristics relevant to learning
- any blocks or unusual gaps in knowledge, understanding or skills
- grasp of language construction in relation to thought and expression.

It is not suggested that every prisoner needs assessment. Clearly the highly educated and the technically trained do not; but they are a small (although growing) minority of prisoners. But the proper selection of inmates for entry to particular programmes is both a necessity if they are to profit from learning, and an economic necessity if we are to filter out prisoners who neither need nor want the scarce time, resources and expertise available but who enrol for the wrong reasons. Improved assessment will not only improve the learning success rate; it will be more cost-effective in the accurate allocation of scarce resources. This issue is dealt with further in our later recommendations for restructuring education and training provision.

(iii) Prisoner motivation or demotivation

The subject of prisoner motivation is widely discussed in the research literature and was raised in every interview with prisoners and almost all interviews with Officers in the EATOP project.

There is widespread consensus in the research literature also on the key importance of prisoner motivation in the general issue of rehabilitation and the specific issue of prisoner-learning. It is depressing to have to record, therefore, so many deliberate barriers placed in the way of prisoners, many of which appear to have the explicit purpose of demotivation.

A research review of correctional institutions across 40 American Departments (Loeffler and Martin, 1982, p.15), confirmed the general conclusion that prisoners "are not intrinsically motivated, so anything learned must have immediate application rather than deferred use". (It must be said that in this, prisoners are no different from students in schools and universities, only a small minority of whom are intrinsically driven.)

This was clearly recognised by one recidivist acting as a prisoner tutor to his less educated mates:

> *"We would need to spell out the benefits very clearly. Most prisoners aren't real sensible. They'd need to see it as helping them to get work when they come out."* (Prisoner tutor; short-term recidivist)

The primary cause of prisoner demotivation is their consciousness of previous failure in the school system, and often in the social system of their community. This leads to low self-esteem, low self-confidence and a sense of fatalism that there is little point in trying. Prisoners need positive encouragement; not deliberate discouragement.

We give below, however, the litany of demotivating frustrations encountered by inmates at all Queensland Centres, but as recorded by an Education Officer at one major Centre. Every single point made in this account can be replicated for other Centres either in oral or in written evidence to the Enquiry – in some cases from supportive Correctional Officers as well as from prisoners and Education Officers.

> *"It is difficult to maintain and to generate motivation to learn, to encourage initial enrolments in courses and most importantly to have inmates stay with a course until completion .... This appears to be exacerbated by the frustrations of working by correspondence, the negative attitude of some staff and some inmates to study, and the problems at this centre in gaining access to Library and Education Officers for assessments or consultations. There are also difficulties in establishing peer tutoring situations. There are no inter-unit (maximum to medium or vice versa) visits allowed. The units are noisy with television, sport and board games in progress and they are not conducive to study. Security restrictions have made the task of education much harder. It is difficult for inmates to gain access to the classroom area at weekends and no access is allowed at all at night. This needs to be a daily privilege to allow for regular study, tutorial groups and group work session. Massive delays in class starting times occur due to head counts or escort problems.*
>
> *All this leads to frustrations for inmates which cause them to give up and throw in their courses. Restrictions on materials make some classes very difficult and this has cut down the range of courses and hobbies available. For instance it is acceptable to play a guitar but not any other musical instrument. The limited facilities available in both these areas lead to much greater behaviour problems since inmates do not have enough to do, they become bored and start to make their own 'entertainment'. At times the situation here has been so tense that inmates have reacted by throwing in their*

> *courses - they have very little to negotiate with and consider that this is one way they can punish the system - without considering that they are really the person who suffers. Another effect which we see is the fact that inmates come in with good intentions and set goals for themselves in the Sentence Management process, which they are then unable to achieve due to security restrictions or at times because there are no external studies courses available in their interest area."* (Education Officer)

Prisoners are further demotivated by sneers from the "heavies" or by mockery from Officers. On the one hand, Correctional Officers may cut down a prisoner's self-pride when Officers arrive on escort duty.

> *"They weigh in and yell 'Here, Bill Smith, time for your kindergarten class. Get your Teddy Bear'. It really hurts some inmates."* (Senior Correctional Officer)

> *"There's a lot of bad peer pressure - the tougher ones sneer at illiterates and go on at them till they drop out."* (Prisoner tutor in literacy)

Of course, prisoners' motivation for enrolling in education courses is going to be very mixed, and all prison educators must avoid naivety in this. There is no doubt that for some, enrolment will be spurred by the need to convince a Parole Board of an allegedly changed attitude. For others, it is a means of controlling and disseminating information through a prisoners' informal network. Nevertheless, since we do not refuse to provide for all university or school students on the grounds that some of our students are known to "rip off the system", there is no reason to deny committed or needy prisoners, because of the irresponsible or amoral ones. Nevertheless, to counteract exploitation of any new programmes by either uncommitted or disruptive prisoners, we have built in stringent criterion-based elements to the schemes proposed in Chapter 4.

In the interviews with prisoners, the question was asked "Given that we are often told how demotivated prisoners are, what do you think would motivate the average prisoner to enrol in a programme *and stick at it until he or she achieves a real result?"* There were three replies which came with a consistency and consensus in essence, despite very different wording and approach. The three points are widely confirmed by Correctional Officers and by Education Officers, and recommendations for change in later chapters are partly based on this absolutely consistent view.

* **Money**. Prisoners only earn from $2 to $5 a day and have to meet personal expenses, phone calls, postage and any small "luxury" that softens the depression of gaol (like cigarettes) out of this. They cannot afford to, nor would they be motivated to, lose pay from such limited work as is available, in order to learn skills and

knowledge they have already failed to come to terms with in schooling. Nor is their pay enough to pay for tuition fees, books, materials, without some kind of education grant.

- **Overtask marks (OTs); points which would count** towards remission, home detention or parole. The driving motivation for all those "inside" is to get out.

- **Proper external accreditation** which produces a marketable qualification which will lead to or help access to employment; and which do not carry any record that they were acquired at a Correctional Centre.

(iv) Demotivation through constant and unplanned transfers: Prisoner mobility

Reports throughout Australia, from America and the UK and evidence in the EATOP enquiry all confirm the utterly negative and demotivating effect on prisoners of being moved from gaol to gaol with no thought or consideration at all of the effects on their half-completed programmes of education or training, or their particular stage in rehabilitation.

This issue raised considerable irritation, frustration and even anger from the Education Officers and from educational providers.

> *"The motivation gets knocked out of them because of the illogicality and unjustness and inconsistency of the system. They finally get committed to studying - or we get them committed - and then they get transferred elsewhere instantly without any of us being consulted. Phone calls - "I need four for Borallon today - we've got four coming in from sentencing" and it means suddenly four of ours are in a bus on their way at less than 24 hours notice. And noone asked the prisoner or us or the trade instructor - no sentence management approach - whether this was the right time to move him. It's destabilising, it's demotivating, it's plain stupid if the bureaucrats had any understanding of the most basic human psychology."* (Education Officer)

It is particularly demotivating when prisoners are moved like pawns almost at the end of a course with qualifications involved - and to a new Centre where they cannot continue their work.

> *"We've had people moved instantly without notice, on the day of their examination after 2 years of a course. And when they get to the new Centre, they arrive there without any records of progress, of their work or their achievement."* (Distance Educator)

The lack of reporting and the incoherence of transfer procedures has been a matter of anger and frustration for all involved in receiving prisoners, working with them, including custodial Correctional Officers.

> *"Reports don't arrive with prisoners when they come. How can an inmate have been assessed and reported on, and when they arrive here at the end of their sentence, we are told nothing useful about him. They don't tell us about his type, his personality, what skills he does and doesn't have ... They want rid of them fast to make vacancies, so we are not likely to get the truth."* (Experienced custodial Correctional Officer, prison farm)

It is not only prisoners and Officers who see the need for a radical reappraisal of the policy of moving prisoners from Centre to Centre, and the negative effects of transfers on education, training, motivation, continuity of treatment.

> *"For longer term offenders, a consistent policy applying throughout the State in all Centres should prevail. In view of the frequent transfer of prisoners between Centres widely distant from each other, continuity of any education and training is essential. This will require consistent and equitable security ratings across the board, and provision for external studies to be made. The educational and training needs of offenders, then, should be a high priority when considering transfers."* (Social Issues Committee, Anglican Diocese of Australia)

But this is simply not happening. Sentence Management is a mockery when the Education Officer or Chief is constantly told "I want ten out by tonight/tomorrow at 2.00, we have a new lot due in from the Courts", and prisoners are moved out not in their interest but merely to make a space.

Also highly demotivating to both prisoners and Officers, are transfers which move a prisoner for a period of only a few weeks or indeed, only a few days. This unsettles both the exporting Centre and the receiving Centre with no good result on the part of the prisoner. One prison farm has had a turnover of 551 prisoners in one year (in accommodation for about 80).

> *"We can do little useful with prisoners in under 6 months. But we get them in for four days - in Tuesday, discharged Friday - or for four weeks. Sometimes they arrive without notice. And always without records. Some records arrive after the prisoner has left."*

Mobility and the planning of overall places

It is accepted that there must be some prisoner movement as prisoners are committed from the Courts and need to be housed. But this cannot justify a chaotic and unmanaged movement of prisoners with no attempt made to match movements with sentence management policies. But the problem must also be seen as part of the overall plan for places in custodial Centres in Queensland. If there were enough places available for the maximum security admissions from the courts in the first place, there would be no need for an all-post every week. Currently, the requirement on one day for, say, 8 maximum security newly sentenced prisoners for whom places are not vacant, means reclassifying maximum to medium, medium to low and low to open and moving prisoners from each of these - in order to create vacancies at the top. The two South Eastern prison farms recruit from a range of Centres. Wacol is medium and low security and is both an importing and an exporting Centre.

The speed with which the process is forced on Centres, makes it impossible for proper reports on prisoners to be prepared, sent on ahead of receipt - or even considered by a Sentence Management Panel meeting, before deciding on transfer. On no occasion among the score of instant (4 hour or overnight) transfers on which evidence has been received, was the trade instructor working with a prisoner, the Education Officer, the Counsellor, the psychologist, consulted on the move of a prisoner they have been deeply concerned with.

There can only be one justification for moving a prisoner at a few hours notice and without informing all relevant people in advance, and that is in the case of a violent or dangerous prisoner who the authorities consider might be engineering an escape. But by definition, most transfers are to a lower classification and it is unlikely to apply to these.

Let us look at the overall pool of places. Table 2 lists the Correctional Centres and their current numbers. Where earlier figures are available, these are also given. It will be evident from the comparison of the June and August figures, how much movement there has been in only two months.

Table 3 looks at selected Centres and gives the distribution of prisoners by classification. Again, the Rockhampton April/June figures show divergence *within categories although not significantly in total. Townsville has acquired 67 extra prisoners between April and June. Let us now take the case of* ***Borallon.***

Borallon is run by Corrections Corporation of Australia (CCA), a private company incorporated in Queensland. CCA is in turn jointly owned by Wormald Security, John Holland Holdings and Corrections Corporation of America. Its glossy brochure justifies its involvement by commenting that "some prisons are afflicted with overcrowding, outdated facilities and a shortage of trained staff". The glossy brochure concedes that

> "The Centre is designed as a medium *and maximum security facility* with state-of-the-art technology."

TABLE 2

QUEENSLAND CORRECTIONAL CENTRES

Centre	Date of Building(s)	Number of Prisoners August 1990	
Brisbane (Male)	1883 to 1979	250	(359 June 90)
Brisbane (Female)	1982	97	
Wacol	1958	280	
Sir David Longland	1988	228	(226 June 90)
Moreton	n/a	30	(45 June 90)
Woodford	1973	272	
Rockhampton	1967	240	(205 June 90)
Townsville (Male)	1890 to 1987	380	(337 June 90)
Townsville (Female)	1987	18	(18 June 90)
Lotus Glen	1988	224	
Palen Creek	1934	81	(68 April 90 34 June 90)
Numinbah	1940	84	
Borallon	1989	244	(232 June 90)

TABLE 3

QUEENSLAND CORRECTIONAL CENTRES
SECURITY CLASSIFICATION OF PRISONERS, JUNE 1990

Centre		Maximum	High	Medium	Low Medium	Minimum or Open	Unclassified	Total
Brisbane (Male)		6	220	98	29	6	–	359
Rockhampton (April figures in brackets)		– (16)	22 (23)	84 (59)	57 (73)	29 (40)	Remand 13 (40 uncl)	205 (211)
Sir David Longland		69	80	18	3	56	–	226
Townsville	Male	60	49	84	111	1	32	337
(April 1990)	Female	3	1	10	1	–	2	17
							(June 1990 – 270M, 18F)	
Lotus Glen (April 90)		37	–	83	53	33	–	206
Woodford		32	–	92	76	56	6	262
Brisbane (Women's) (Feb90)		2	–	22	35	16	3	78
Moreton		–	5	15	18	7	–	45
Palen Creek		–	–	–	–	–	34	34

(Other Centres not supplied)

But the relatively rapid movement of settled medium security prisoners out of Centres with maximum security accommodation, is exacerbated by the fact that Borallon does not in fact take the maximum security prisoners for which it was designed.

The Commission's longterm objective for Borallon is described as "high to medium security vocational and education training centre capable of supplying skilled prisoners to other Centres". It is not clear what this means, but its implementation would mean

(a) continuing excessive mobility of prisoners between Centres, and

(b) the creation of a two tier prison system with Borallon having a selected entry and a disproportionate element of the Commission's education and training Budget.

Borallon is a complete replica in physical design of both Sir David Longland and Lotus Glen Centres. It was built as such quite deliberately to syphon off maximum and longterm medium prisoners from Boggo Road, and to meet the demand for more maximum security prisoners - because even at that stage, the figures showed a projected increase at the maximum security end. Halfway through the planning stage, the decision was taken to redesignate Borallon solely for medium and low prisoners. Despite the policy planners' reiteration that the projected statistics showed that we needed more maximum security places (and still do), the "privatisation" decision was taken with the exclusion of maximum security prisoners from Borallon as a central condition. There is considerable evidence to suggest that, as a result, the Borallon factor is causing an additional and skewed extra movement of prisoners in South East Queensland.

Moreover, Borallon was set up as a contract prison (the word "private" is a misnomer since it is funded from taxpayers' money) to provide a pilot model for testing the validity of the approach for possible replication. It will be seen from Table 3 that all of the other large Correctional Centres except Wacol take the *full range* of prisoners from maximum to low security. Wacol is the only other Centre in Queensland which takes only medium and low security prisoners. *Borallon cannot therefore be used as a valid point of comparison with either Sir David Longland and Lotus Glen, which are identical in design, because it does not take their range of prisoners.*

Some of the evidence received alleges that Borallon does not admit or keep "difficult" medium security prisoners. The Centre management, in interview in the EATOP enquiry, talked of "a Borallon prisoner" as a certain type, and of screening admissions. *"If you don't want to work at something, this is not the Centre for you".* The clear implication in the Borallon interviews was that certain prisoners were "suited" to Borallon and others were not. Yet programme staff spoke of "convincing the administration that the Borallon model can spread legitimately".

This, in turn, would not be valid unless Borallon's *conditions* of non-admission of maximum security prisoners were in fact replicated. A major element in Borallon's lower cost per head, is its ability to control Borallon with fewer Officers relative to prisoner numbers because of (a) its lack of maximum security prisoners, and (b) Borallon's lack of protection prisoners. It is easy to handle larger numbers with fewer staff if they are less difficult, less violent and more motivated and have free movement. For entry to Borallon is mainly on demand from prisoners, and to the extent that the prisoners have moved to Borallon *towards the latter end of their sentence*, they will also be the easier to handle.

A published report in March 1990 on Borallon's approach, recorded that

> "The institution's commitment to a reasoned approach has already been tested ... when inmates protested at the arrival of a group of protected prisoners - child molesters, informers and others who had fallen foul of prison politics - Dickson, concerned because the jail has no segregation facilities, had them removed." (Time, 19.3.1990)

But the evidence from prisoners in other jails and from Officers who knew the prisoners concerned, suggests convincingly that the prisoners concerned wanted to come off protection and to have access to the programme-approach of rehabilitation of which Borallon has made great public play. The effect of this decision was to hand over a decision on who should and should not be admitted, to peer prisoner pressure. It also denies protection prisoners, *per se*, access to what Borallon describes as its more humane and prisoner-oriented approach.

The foregoing is not necessarily to diminish in any way the desirability of the Borallon approach as such. But it is, nevertheless, to put the issue into clearer focus. A letter was sent some time ago to the Borallon management raising some of the foregoing and asking for comment and clarification. As at the time of going to print, no reply has been received and we are unable, therefore, to report Borallon's view on this.

We note that the European Ministers resolved that

> "where possible, transfers to other prisons should try to avoid disrupting participating in courses." (Council of Europe, 1990)

RECOMMENDATIONS

(1) That the Commission's present practice of moving prisoners instantly, at little or no notice, should cease, and moves and transfers be discussed, planned and controlled in accordance with Sentence Management requirements.

(2) That no moves or transfers should take place without consultation with and receipt of reports from staff who regularly deal with a prisoner, viz Education Officer, Counsellor, trades instructors, etc.

(3) That except in exceptional circumstances, Sentence Management Committees should not approve transfers which interrupt education and training programmes in mid-completion.

(4) That prisoners should not be transferred if they only have a few weeks or days to serve. A minimum period of three full months to serve should be set for a transfer.

(5) That the future of Borallon be reviewed, in consultation with the Management teams of other Correctional Centres; the maximum security wing of Borallon revert to use for maximum security prisoners as soon as possible; and that an external professional evaluation of Borallon be commissioned to take place in the last six months of the current Borallon contract.

CHAPTER 3

THE TOOLS FOR THE JOB: CAPITAL AND EQUIPMENT RESOURCES

"Prisons are built with
stones of Law"

William Blake (1757-1827)

In twentieth century Queensland, one may well still recognise Blake's eighteenth century pessimism. What Queensland's prisons have not, however, been designed or built with is any apparent understanding of the Queensland prisons' possible role in rehabilitation. They are all but three designed for crude, turnkey containment and not with any of the objectives so clearly outlined in the UN Minimum Standard Rules visibly in mind. Even the three Correctional Centres designed in the 1980s for unit-management of prisoners, have deficient facilities for education and for vocational training.

This chapter deals with the resources and the practical facilities available (or not available) in Queensland's Correctional Centres; the basic tools for the job which the Commission, the Government and the general public are expecting the Education Officers, Programme Managers and Correctional Officers to do. We also discuss the consequential practical barriers which make it currently impossible for Education Officers to plan and provide for classes and programmes to meet even the most urgent and basic of prisoners' needs - in accommodation at all suitable for adult learning. Also relevant are the unsuitable conditions in the cells in which prisoners live, which present further and almost insuperable barriers to learning and study.

And we also discuss the relevance of the actual physical *location* of Queensland's Correctional Centres to the provision and supply of enough available trained staff, of sufficiently easy access to guarantee consistent and longterm programmes in such essential areas as basic literacy, drug and alcohol rehabilitation programmes, basic general education, basic vocational education, life-skills courses, communication and interpersonal skills courses and basic computer literacy.

Buildings, Equipment and Materials: the field survey

As part of the terms of reference and contract for the EATOP enquiry, it was agreed with the Commission that arrangements would be made for Professor Byrne to visit every Correctional Centre in Queensland, for three purposes:-

* to inspect the accommodation and its suitability or otherwise for education and training;

* to interview prisoners of every classification and type about what they saw as their education and training needs;

* to interview senior management of Centres and a range of Correctional Officers about their opinions on the education and training needs of offenders, in the light of their experiences.

In the light of the addition to the review of the education and training needs of custodial Correctional Officers, a fourth purpose was added.

* to interview a range of Correctional Officers about their own education and training needs.

This chapter deals only with the survey of resources and the evidence received on how those resources are, or are not, accessible to prisoners of every type *according to need.*

Queensland currently has 13 custodial Correctional Centres, listed in Table 2. The South East of Queensland is served by Brisbane (Male) and Brisbane (Female) Centres (Boggo Road), Woodford Centre, and Sir David Longland Centre (at Wacol), all of which take the full range of prisoners from maximum to minimum/open security classification. Wacol Centre takes only medium and low security prisoners. Moreton Centre (also part of the complex geographically situated at Wacol) is still building up its numbers to cater for a range of prisoners with highly specialised needs which may include special counselling and paramedical and counteractive programmes. Numinbah and Palen Creek Centres in the Gold Coast hinterland are currently open classification prison farms.

Central Queensland is served by the Rockhampton Centre (at Etna Creek). North Queensland is served by Townsville Centre (at Stuart Creek) and Lotus Glen Centre (at Mareeba). These three regional Centres all cater for the full range of prisoners from maximum security to open classification on their prison farms.

Borallon Centre (near Ipswich), contrary to public opinion, is not a "private" prison, and it is quite incorrect to use the term "privatisation" in relation to the debate about the future management responsibility of the Queensland Correctional Centres. Borallon's budget, like that of the Commission-run

Centres, comes from the Queensland Corrective Services Commission, but on a contract-tendering basis instead of the budgetary procedures followed for the twelve other Centres.

As we have seen in Chapter 2, Borallon must be seen as an integral part of the overall plan for housing prisoners in Queensland.

Before looking at accommodation and equipment Centre by Centre, it should be noted that there are two national standards of which Queensland consistently and constantly is in breach in almost all Correctional Centres.

Para 5.63 of the 1989 ***Standard Guidelines for Corrections in Australia*** states that

> "Prisoners should have access to a library adequately stocked with both recreational and information resources, which is operated according to standard library practice. Prisoners should be encouraged to make full use of the library."

There are very serious deficiencies in the library provision at all Correctional Centres - even at the most basic level of standard reference books, texts, literature. Practical barriers placed in the way of prisoners' access to such limited library provision as does exist, exacerbates the problem. In all Centres, the following are especially either totally lacking or are out-of-date, or are available only in one security wing or compound and therefore not accessible to prisoners in other wings. (For example, location of a reference work in a maximum security wing library, removes access from medium security prisoners and vice versa.)

Needed for education and training

* Basic school textbooks now current in Queensland, especially in English, Mathematics, History, Geography, Social Studies, the basic sciences, for Grade 9, Grade 10, Grade 11 and Grade 12. These are needed to enable prisoners to acquire Junior and Senior Certificates either by correspondence or by special tutoring and class teaching, as a foundation and preparation for vocational training and employment. No Centre in Queensland has access to even a reasonable range of study texts.

* Basic reference books, dictionaries, atlases, encyclopaedias, subject reference manuals. These are not available at all in eight Centres and the four remaining Commission Centres have only one copy of a basic dictionary and one encyclopaedia.

* Technical manuals used in TAFE for the most generally available forms of vocational and technical training. These are currently non-existent.

Needed for recreational reading

- Modern novels, paperbacks (detective novels, historical novels, straight stories, short stories, science fiction etc)
- Biographies of interesting people
- Travel books
- Books about hobbies
- Non-fiction to stimulate the intellect.

There is no Centre which has other than a very small stock of recreational reading.

A further general principle is the need for prisoners to be able to work quietly in their cells in conditions which provide

(a) reasonable, basic furniture and equipment,

(b) good, adequate lighting which will not harm eyesight while studying, and

(c) power points for use of tape recorders (batteries are expensive and cannot be paid for out of prisoners' wages of from $2 to $5 a day) and other essential educational equipment.

Paragraph 5.26 of the 1989 ***Standard Guidelines for Corrections in Australia*** states that

> "In all places where prisoners are required to live or work:
>
> - the windows should be large enough to enable the prisoners to read or work by natural light .... and
> - artificial light should be provided to enable prisoners to read or work without injury to eyesight."

But the lighting in the cells of almost all of Queensland's Correctional Centres simply does not come up to this standard. At Brisbane, Rockhampton, Wacol, Townsville, for example, not only are there no power points in the cell to enable a study lamp to light books, but the overhead lighting is extremely poor and totally unsuitable for sustained reading or writing. The cells at Woodford were not inspected, but since it is of much the same vintage as Rockhampton, the lighting should also be reviewed there. Even in the prisons built in the 1980s, the actual level of lighting was not such as to make it easy for prisoners to study close text. We refer later in more detail also to unacceptable restrictive practices by officers who insist on *adult* prisoners' lights being turned off at the incredibly and inappropriately early hours of 9.30pm, 10.00pm or 10.30pm, even where they are studying.

In looking at basic accommodation Centre by Centre, discussion will focus on basic educational facilities as such, deferring the issue of vocational training until later chapters. What practical provision is made for vocational training will depend on the outcome of a number of later recommendations and on the degree of rationalisation achieved on the distribution of specialised vocational training. The recommendations which follow are for the most basic of educational provision: the core courses which we argue later in Chapter 4 should be compulsorily available in each and every Centre as a minimum standard.

It will also, no doubt, be argued that the recommendations for capital works which follow are expensive; are too expensive; are not merited for prisoners; or are beyond our means. None of these arguments is valid. Had previous governments spent this initial cost on the most basic accommodation when the prisons went up in the first place, it would have cost the taxpayer considerably less. Moreover, we do not argue that it is wrong to spend taxpayers' money, or consumers' money, on modernising offices, shops, business premises or colleges to incorporate standards now regarded as basic but which postdate the building design. Neither can we do so for our prisons in order to turn them into Correctional Centres. If the priority capital recommendations which follow are not carried out, Education Officers simply cannot mount even basic core programmes in accordance with the recommendations in Chapter 4, at the level of need.

We cannot run a correctional service in Queensland without making up for the decades of non-spending at basic levels. *The Commission cannot run a modern service with buildings whose designs were out-of-date in the 1940s, and a budget at 1960s prices.* And Education Officers can no more teach, and prisoners learn, without classrooms, seminar rooms, tutorial rooms and counselling rooms, than can teachers in schools or colleges.

The accommodation

The inheritance of a retribution-based policy from successive Governments whose practice was consciously to underfund the prison service, has left the Commission with ten out of thirteen Centres or prisons which have no purpose-designed educational facilities whatsoever. This is a particularly indefensible situation given that several have been built in the late 1960s, 1970s and early 1980s, by which times the value of education and training in the rehabilitation process had been well established for some decades.

The Education Officers, tutors and prisoners are now working in conditions that no other staff or students would tolerate. It is a tribute to both that some good work does take place. But Queensland now has to face the need to provide for the most basic facilities from a thirty-year backlog of non-spending in this area. The Commission cannot be expected to produce results in accordance with what is now *normal* correctional policy in Western industrialised countries, unless it is given the capital programme to provide the most basic accommodation needed at each Centre. Nor can the Queensland community justifiably accept that hundreds of millions of dollars can be allocated for educational building for every other sector of society, but deliberately deny this to prisoners. To deny all prisoners out of hand even access to basic classrooms and equipment is to condemn them automatically to illiteracy, under-education and recidivism.

TOWNSVILLE

By far the worst situation in the State is Townsville. Firstly, the general accommodation at Townsville (Stuart Creek) is, by any standard, quite appalling. It is such as to deny prisoners housed there, any possibility of developing the self respect and self responsibility which Rule 57 of the UN Standard Minimum Rules states is a minimum humane requirement. The accommodation and environment in which we live is highly influential in determining our ability to study, to concentrate, to work persistently and to carry out specific learning tasks.

Most of the accommodation at Townsville is old, badly designed and poorly maintained. It is unacceptable that the main prison for the North of Queensland, catering for some 330 prisoners, has not yet been replaced by a modern, purpose-designed unit-management Correctional Centre. In particular, Townsville is a difficult campus for the movement of prisoners, having had buildings added piecemeal to the original 1890 buildings. The Education Officer's room is in one old block and movement from the office to the maximum and medium security wings and to the workshops, involves twice as many gates/grilles/barriers to be unlocked and relocked, as at other Centres.

In terms of prisoners' living accommodation, if it can be so called, this is such as to make it impossible to encourage or motivate prisoners to either study or purposeful recreation.

In A Block at Townsville, the cells are dark, dirty, have no windows (only a high ventilation shaft), no running water and no sewered lavatory facilities (prisoners in A Block still use buckets). The accommodation was condemned by the Human Rights Commission in 1987. But when the Centre was visited in 1990 in the EATOP enquiry, prisoners were still housed in A Block and the new building to replace the cells is still not completed as at August 1990 (and no date can yet be given by the Commission for its handover). The cells have no power points, very poor overhead lighting and primitive furniture. There can be no serious expectation that any prisoners needing to study, to learn to read, to complete homework between classes, could conceivably have done so in these sordid and primitive conditions - nor that they would be *motivated* to do so.

B Block is very little better. This is of the same vintage and style, but has had a handbasin (but no shower) and a lavatory installed in each cell. In other regards, B Block has all the deficiencies of A Block.

It is understood that one of the reasons why Townsville Correctional Centre has not yet been bulldozed as a whole for a completely modern prison to replace it, is that the National Trust insist on its preservation. Praiseworthy though conservation normally is, it is seriously misguided in this instance. There is a continuing likelihood that as long as the old 1890 accommodation at Townsville exists, the local management will continue to use it as a punishment block or for other purposes even after the new block comes into use. To preserve primitive 19th century accommodation as a "heritage", condemns 20th century prisoners to degrading conditions. ***The old blocks must be bulldozed as soon as they are replaced.***

The building nearly completed will only replace the worst of the slum conditions on campus. The remaining accommodation, workshops (with outdated equipment and "hospital" should be programmed for replacement as the next priority building programme.

There is, of course, no purpose designed educational facility. The Education Officer's room in the old wing is bare, ill-equipped and poorly lit. The furniture is limited and battered and some most essential office elements are still missing. In the maximum security area (Division 1) there is one bare, primitively equipped room converted from the old Dormitory area, with no modern furniture (indeed, almost no furniture at all), no modern equipment and, again, appalling lighting. The "Library" (also in the Dormitory area) is not properly equipped and the Education Officer has had to cut into her sparse current salaries budget even for basic library shelving on which to put the extremely limited range of books. This expenditure should have come direct from the Commission to bring the Library to a recognisable minimum standard, and not had to be taken from the salaries vote at the expense of prisoners' classes.

Division II (medium security) has no allocated education space at all but is able to use a demountable classroom provided from Federal funds for the Drug and Alcohol programme, in the evenings only - provided that Church groups, Alcoholics Anonymous and other groups are not using it. The "Library" is a small room, the size of a cell and like its counterpart in maximum security, it lacks so many basics (reference books, modern texts, non-fiction, an adequate range of literature) as hardly to qualify for the term.

There are no facilities for personal tutoring (eg literacy), for confidential interviewing, for group seminar work. There is no facility remotely suitable for introducing proper computer literacy classes as at Woodford (pilot scheme) and the three modern Correctional Centres. The three available computers and typewriters are only accessible to (already educated) prisoners who work in the education areas of the Education Officer.

When the new cell block for Division 1 is finally handed over, it will include two classrooms to be available for Division 1, but *no provision has been made for a Library, for tutoring rooms, for a computer room, for small counselling rooms.* That a block designed in the late 1980s should contain no more than two bare classrooms, reflects this State's continued lack of commitment to providing any realistic education for prisoners. This may well, in turn, reflect the Government's failure to give the Commission a realistic budget.

Division 2, medium security, still has no allocated education space in 1990. It is said that one large new demountable classroom is planned for 1991 but again, if any library space is to be allocated within that, it will be at the expense of teaching area. The proposal for the medium security prisoners is quite inadequate and does not meet the kind of prisoners' needs outlined in the preceding Chapter or in Chapter 4.

Townsville currently has a small women's wing. The building was opened in 1987 and therefore was designed in the early 1980s. It is an ill-conceived building which reflects an apparent ignorance of normal correctional policy, at that time. The cells are well-designed, have windows looking out onto grounds and have sensible (not, it should be stressed, in any sense "luxurious") washing and WC facilities. But the women's wing still has no education classroom, no library facility, no confidential interviewing room, no seminar room and no training area. There is one open-plan "recreation area" which the prisoners use little.

At the time of visiting, there were only seventeen women prisoners at Townsville of whom ten were Aboriginal/Islander women from rural missions and eight were white women from university level intelligence through the full range to very limited intellect. Chapter 5 discusses the particular position of women prisoners in Queensland and recommends closure of the Townsville Women's Wing and alternative policies for the women concerned. If that recommendation is agreed, then the Townsville women's accommodation should be reallocated to a suitable group of male prisoners. In any event, the white elephant hard tennis court, which is never used, and which is closed in on two sides, should be completely closed in and adapted to provide an education classroom, an office and an interviewing room.

RECOMMENDATIONS

(6) That when the new cell block for Division 1 at Townsville Correctional Centre is brought into use, A and B Blocks be demolished immediately to prevent their continued use; and the land reallocated for a permanent future purpose-designed education and training block.

(7) That education and training provision for the medium security wing be reviewed and revised proposals prepared for immediate minimum provision which would provide for two classrooms, a separate library and for at least four small tutorial/interviewing rooms (based on a continuation of current numbers), and an office.

(8) That as and when the Women's Wing closes (see recommendation 40), the accommodation be reallocated to the male prisoners.

(9) That meanwhile, the hard tennis court area be closed in and adapted to provide for a general teaching area, an equipped office and a tutorial/interviewing room.

BRISBANE (WOMEN'S): BOGGO ROAD

Although the women's division at Brisbane was built relatively recently, it is old fashioned in design. There is no purpose-designed education accommodation. At the time of the visit, B Block (maximum security) had a small library the size of a cell, but with very few modern books and even fewer standard reference works. The library is poorly lit and cramped. There was no library at all in C, D or E Blocks and the difficulty of access to B Block effectively filtered those prisoners from medium/low security, from self-selection and reading. The library has now been moved to C Block, which reverses the problem, but does open up the library to more prisoners. The single room in B Block freed up by this (a room with no external windows and very poor lighting) is now available as a small classroom. Neither block has either tutorial rooms or interviewing rooms. Maximum security prisoners do not have access to computing or to computer literacy. The equipment and furnishing is extremely limited, and it is impossible to imagine prisoners being encouraged, motivated or stimulated by their depressing and ill-equipped environment.

A Work Information Centre has been approved for Brisbane Women's Centre by the Department of Employment, Education and Training, which is of critical importance in helping the women prisoners to widen their work options and their view of training and employment. Unfortunately, there is no area which can be allocated for this. It is unacceptable that a women's prison built and designed as late as 1973, should lack space even for a service so basic as career information about work.

Such limited classroom space as is available in the medium block, is eroded by the lack of storage for typewriters and sewing machines and other equipment. The current policy of providing for programmes to encourage prisoners to become more self-supporting, work-oriented and financially independent on leaving custody, remains entirely cosmetic while such basic facilities are missing.

The same problems apply in this Centre in relation to cells and living areas. The lighting in cells needs urgent review. The cells should be reasonably equipped for study, reading and writing.

There is land between two blocks which would take a block of three demountable classrooms as an interim measure. There is an urgent need for proper, well-lit, purpose-designed classroom space, some subdivided into small tutorial and interviewing/counselling rooms. An Adult Literacy Resource Centre is urgently needed, and also reference books and computer software.

We make major recommendations for change in Chapter 5, for the reconsideration of the future of Brisbane Women's Correctional Centre and the proposed new Centre at Gatton. In the meanwhile, it is not defensible that the women prisoners at Brisbane should be deprived of the most basic educational facilities and modern equipment pending the arrival of new premises - wherever these go.

An interim solution which is cost-effective is the use of a new demountable block whose building and equipment could be later redeployed if a longterm satisfactory solution materialises.

RECOMMENDATIONS

(10) That authority be approved for a block of three demountable classrooms to be erected at Brisbane Women's Correctional Centre as an interim measure for education and training purposes, as a first priority on capital funds; to be supplied not later than 1991.

(11) That Federal funds be urgently sought as part contribution under the Federal Government's Gender Equity programme and as a project for International Literacy Year; but that the provision be not dependent on Federal funding.

BRISBANE (MALE): BOGGO ROAD

The premature and politically motivated closure and the subsequent reopening of Brisbane (Boggo Road), is discussed elsewhere in this report in terms of its impact on both programmes and prisoners. Its other obvious effect has been to stop all spending on these depressing and outdated premises, while still housing prisoners in them for a further 2-3 years from the date of reopening.

It is understandable that the Government and the Commission should not have spent money on adapting premises which are destined for ultimate demolition. Prisoners are therefore still housed in cells with poor lighting and, in some blocks, no power. But it is not defensible that no money whatever has been spent on new educational furniture and equipment (which can be moved elsewhere in due course), in accordance with the Commission's mission statement Philosophy and Direction (the "blue and gold book"), which clearly states as principal objectives, the following:

* the basic human and spiritual needs of offenders are met *in a humane and professional manner* (p.10)

* physical facilities and equipment *appropriate to Commission requirements* (p.11)

* case management aimed at encouraging offenders to accept responsibility for their behaviour *and to strive for positive self-development* (p.11).

The "education room" at Brisbane, Male Division, is a large barnlike room entered through a small grille door in a wire fence. There are two old desks and a vintage blackboard, a trestle table and some chairs. It is thoroughly dilapidated and depressing. The location of the barnlike room is under C Wing between the General Stores and the Gymnasium. It is noisy as well as lacking any privacy. The only place where a prisoner can see a Chaplain or talk "privately" with a tutor, is in a corner of this barn, with other activities going on.

There is ample space for modern computers and computer tables. Currently there is neither hardware nor software available, although there were 187 sentenced prisoners at the Centre at the time of the EATOP visit.

"Library" facilities at Brisbane are even worse than at other Centres and access of prisoners to such books as are available, is also difficult. Books are the tools of learning. Their non-provision denies education.

The education needs of prisoners with special needs have so far not been dealt with at all, for want of even a room. Arrangements have now been made for one room in the old Detention unit to be set aside for education purposes. The Juvenile Offenders Yard cannot be serviced at all with the current lack of staff, budget and facilities.

It will be at least a further year before the new Remand/Reception Centre opens. Nor will this solve the problem of housing sentenced prisoners. It is not acceptable that no money be spent on several hundred prisoners for this length of time, simply because of a political muddle to which a solution is still delayed. Prisoner and staff morale at Boggo Road is at an all-time low. It is essential that at least movable, consumable new equipment, furniture and materials be supplied for essential education programmes.

RECOMMENDATIONS

(12) That the plans for the new Remand/Reception Centre be immediately reviewed and that external educational expertise be immediately consulted to make sure that the plans for this 1990s facility include the proper and requisite facilities for education and training.

(13) That the education room under C Wing and the education room in the former Detention Unit at Brisbane (Male) Correctional Centre be immediately equipped with proper and adequate modern furniture and equipment to meet the priority needs of prisoners as designated in this report and by the Education Officer.

(14) That the levelling up of basic educational equipment be not a charge on the Centre's existing limited Budget but a net addition.

WOODFORD was constructed and completed as late as 1973. It is, theoretically, modern. In practice, its design and approach reflects more that of the early years of this century. It is, again, an indictment of previous Governments that they could possibly have built a new prison as late as the 1970s with no purpose-designed educational accommodation or training facilities whatsoever.

The accommodation that was built, is old fashioned, restrictive and scattered across a hard-to-manage campus with little real understanding on the part of the designers of the functions of humane living, of movement and control which are central to the running of a custodial prison. It is, accordingly, a difficult campus to manage and one on which opportunities abound for officers to use "security" and "escort difficulties" as alibis for failure to ensure that accredited prisoners reach their educational classes when and how they are scheduled to do so.

The education classes, such as they are, are housed in a converted hospital wing. Like other Centres, Woodford lacks any realistic library facilities or modern educational equipment at the real level of need. Woodford has, however, experienced a pilot scheme in computer literacy which has brought the Centre some relevant hardware and software.

The Commission's longterm objective for Woodford is described as "a medium to open security institution with an industrial base for skilled workers and education/vocational training for lower risk offenders". It is not acceptable that the right to education and training should be limited only to "lower risk offenders", and there is no guarantee whatever that medium risk prisoners will already be skilled or educated. Education and training should be available to all prisoners on the basis of need, and not denied to some in order to make a profit from captive labour.

RECOMMENDATIONS

(15) That future plans for Woodford must include provision of education and vocational training for all prisoners on the basis of need.

(16) That interim provision be made at Woodford for improved classroom, interviewing and counselling accommodation.

(17) That a properly equipped block be built at Woodford to provide a range of vocational training activities which are not only industrial but also commercial and craft-based.

ROCKHAMPTON is an early postwar prison, again built with no education or training facility. Its current provision is one demountable classroom provided from Federal funds for Drug and Alcohol programmes, located in the medium security compound and therefore not available to maximum security prisoners as a matter of policy.

There is no effective library of a standard to service the two hundred or so prisoners. Nor is such as does exist, accessible to most prisoners at all.

The accommodation for the Community Correction Counsellor, four Correctional Counsellors, Drug and Alcohol Counsellor and clinical psychologist, is one poorly equipped hut with too few chairs for all staff to sit down together, old desks and one telephone for six professional staff. The computer and printer were Federally funded from the Drug and Alcohol programme. It is said that a new building is planned for Rockhampton, but there is considerable doubt whether it will survive the current swingeing cuts being imposed on the correctional services.

Rockhampton was built as a "working prison" and has not been either modernised or updated. The machinery in the laundry is oldfashioned; the workshop can only take 8 trainees. The physical facilities at Rockhampton need a major, integrated review against the Commission's present objectives.

The Commission's longterm objective for Rockhampton is as "a multi-function institution providing work and vocational/educational training for all classifications of inmates and with a self-contained low/open security farm and industry complex".

There are no purpose-designed facilities whatever for either education or vocational training at Rockhampton.

RECOMMENDATION

(18) That a purpose-designed block to provide for education and vocational training be provided at Rockhampton Correctional Centre as an early charge on the building programme.

WACOL has reasonable assigned accommodation in solidly built but airy rooms which include a quite well-equipped office area. Improvements here will rank lower than at the other Centres listed so far.

Currently, training at Wacol in vocational areas is limited to the type of work covered in the industrial workshops. Wacol has some new computers but their use has been delayed because of lack of power points ...

The Commission's longterm objective for Wacol is described as "a totally industrial prison with appropriately trained staff with a medium to minimum security prisoner population".

It is unacceptable that prisoners at Wacol should have no access to education and training and the future of Wacol should be reviewed with this in mind.

RECOMMENDATION

(19) That the future of Wacol Correctional Centre be reviewed and longterm accommodation be provided for the continuation of education and vocational training at Wacol.

Sir David Longland, Lotus Glen and Borallon all have an education wing with small classrooms, one of which serves as a library. They are poorly designed and are at the conceptual level of a technician with no educational background. The available space in the blocks should have been allocated to give more flexibility and they still lack a larger teaching area and counselling rooms. Nevertheless, given the absolutely stark deprivation of Townsville, Brisbane (Women's) and (Men's), the poor provision at Woodford and the current deficiencies at Rockhampton, the three modern prisons cannot yet justify further capital works until the older prisons are brought up to standard with good, modern and well-equipped educational accommodation. Palen Creek and Numinbah do not provide education. Proposals for reviewing their future are reviewed later.

Two general recommendations of principle arise out of the review of accommodation.

RECOMMENDATIONS

(20) That every Correctional Centre in Queensland should be guaranteed the establishment of library facilities which include (a) basic reference works of a number, modernity and quality to meet the educational needs of all prisoners fulfilling the core (A) educational programmes set out in Chapter 4 (following) and of approved prisoners following selected (B) and (C) programmes as designated in Chapter 4; not later than the 1991-92 financial year.

(21) That the lighting standard be reviewed by a qualified ophthalmologist in (i) cells in which prisoners are expected to work, (ii) libraries, and (iii) teaching areas in all Correctional Centres in Queensland; and

(22) That the lighting be brought up to the required standard for reading and writing without detriment to prisoners' eyesight.

LOCATION OF CENTRES

It is essential that in future, the Government and the Commission take into account in locating future Correctional Centres (whether custodial or community corrections), the relationship of the proposed site to the availability of professional staff, experts, tutors and other essential officers in the vicinity. Also relevant, is the availability of local Technical Colleges, industry or other work and for facilities for pre-release, after-care and other community based provision.

In this regard, the location of Lotus Glen, the major new prison for maximum through to minimum security prisoners, in its current isolated and inaccessible place, was an act of professional misjudgement at the least; of political irresponsibility at the most. The history of why this particular land site was chosen is now, perhaps, so well known and investigated as not to need repetition. Its effect was to locate a major correctional facility ostensibly designed (like Borallon) to make rehabilitation programmes a main focus, one and a half hours drive from Cairns and a good 25 minutes drive the far side of Mareeba - in bushland. Mareeba is a small country town with, therefore, an obviously limited local pool of potential tutors and trainers, compared with Brisbane, Rockhampton and Townsville, all of which have higher education institutions, hospitals, specialists and other potential support services locally available, as well as major TAFE Colleges in the locality. Moreover, the Commission's current policy that all education classes must take place after work (however basic and needy the case), effectively debars any realistic provision of *suitably qualified and trained tutors*, who would be prepared to give up an evening and motor out after dark, returning considerably later along a lonely and isolated road. This rules out most female potential tutors and trainers. The location of Woodford is equally unsuitable for single driver tutors after dark. Even the location of the Wacol complex is known to discourage many from evening work, and the last few miles to and from Borallon are unattractive to solo drivers in late evening.

While Woodford and Borallon are, however, well served by Caboolture and Ipswich TAFE Colleges respectively, Lotus Glen has no such comparable facility within easy distance. The nearest TAFE College is Cairns. A recent report by a training consultant concedes that "because of its location and population it will experience a slow growth in rehabilitation training".

It is important that the Commission does not repeat this political misjudgement. The proposal to establish a new women's prison out at Gatton should be reviewed in the light of the foregoing.

RECOMMENDATION

(23) That the following criteria be established for the future location of all new Custodial Correctional Centres or institutions in Queensland:

- accessible to local education and training facilities which can be readily reached by prisoners on classifications which allow leave of absence for outside education and training.
- located near or in a centre of population to make immediately accessible a pool of consultants (psychologists, therapists, careers counsellors, medical and paramedical staff) and teachers, tutors and trainers for work in the Centre.
- readily accessible by public transport as well as by car to families, friends, visitors, chaplains and voluntary welfare groups.

Other barriers of access to accommodation

One of the major issues which has emerged in evidence from prisoners, from Education Officers and from custodial Correctional Officers, is the denial of access to such education facilities as do exist. This denial arises because of either

- structural Commission policy; or
- variations on policy by General Managers; or
- non-cooperation or overt obstruction by some Correctional Officers; or

* the excessive use of security as an alibi for non-movement of prisoners even where no risk could possibly be involved.

One recurrent theme is that either the communication lines between "security", management and programme staff are quite simply incompetent and show a lack of simple time-management training; or officers play the system to obstruct prisoners' access to education. Two reasons are widely (and convincingly) given for this officer obstruction, when it occurs. Firstly, some officers see it as a threat to have prisoners more educated than they. Secondly, there are multiple reports of cases where an individual officer will block a particular prisoner to assert a punitive discipline for a perceived affront to the officer. Some see it as a communication problem:-

> *"But that supposes that we could get the prisoners to the classes in the first place - each officer tells a different story about they do or don't have authority to escort a prisoner. The prisoners have one hell of a difficulty in getting from the yards to education classes - there doesn't seem to be any sensible communication between different sections of this jail."*

> *"The fellows from the yards have difficulty in getting down to classes. There's a lack of communication, or it may even be sometimes deliberate. An officer on roster will come round, but doesn't have the list, so fellows get to class too late."* (Prisoner tutor)

Others see it as a deliberate misuse of officer power, and cite certain officers who regularly refuse to escort, deliver prisoners late for class, or otherwise obstruct; while they cite other officers as consistently helpful and supportive.

> *"You can't altogether blame prisoners for not sticking at classes when every day some officer does something to discourage them. Take my class. The Education Officer has a list of prisoners typed up for every day saying where they have to be for what and when. The list is given to the roster officers when they come on duty each day. But some officers misuse this as a personal discipline method. They filter out particular prisoners if there's been a recent personal clash. They just don't appear for escorting until the class is nearly over. Or not at all."* (Prisoner tutor, shortterm recidivist)

In some cases, the lack of escorts is a group issue - not always authorised.

> *"Often classes are cancelled because officers have union meetings. There is supposed to be a set day for officers to have meetings (like for instructions for HQ or for union business), but meetings here are often called at other times at a moment's notice, and then prisoners have to be held in cells or blocks - even if it's class time*

> *and the tutor has come in."* (Long serving prisoner in large Correctional Centre)

There is an especial problem with protection prisoners who have to be escorted from one part of the jail to another - singly, as distinct from in groups.

> *"Some protection prisoners won't walk unescorted round the jail. Others will. But officers don't feel they can judge which is which, I suppose fair enough."* (Prisoner tutor, maths)

> *"We can only get to the one classroom, and protection prisoners feel vulnerable with mainstreamers wandering in and out, and we don't have a Security Officer to look after Education, so we don't get there."* (Prisoner)

In one particular Centre, the discrimination is more overt. The protection prisoners were housed in medium security (since none of them was violent or a risk) and had access to the admittedly limited educational classes and facilities. A group of hardline officers decided, according to five separate sources of evidence (three staff, two long-serving prisoners) that "that's too good for those bastards" and stood over the Manager until he agreed to move the protection prisoners to an older and totally isolated block. This small group of prisoners, all of whom have special needs not being in any way met, are now unable to mix with other prisoners, unable to reach education (or the Education Officer, indeed), and have no special programmes. They have no access to libraries or books, although many are well educated. They are obliged to spend weekends in a caged tarmacked yard with one trestle table, a few chairs, one radio and no stimulation or social interaction.

This example has been replicated, in a little less extreme, in several other Centres. It is wrong that individual officers or groups of officers are allowed to deny prisoners access to basic facilities and to negate the Commission's policies with impunity.

The escorting problem is a real one. If staff officer hours are cut in Centres with protection prisoners, below the level at which escorts can be found without breaching overall security, it will continue to be impossible to provide any services at all for protection prisoners. If "correction" has any meaning, it is these above all who need constant, specialised treatment - not to be locked away, in the words of one concerned officer, "to rot in an empty yard with nothing but their thoughts".

Two more serious examples serve to illustrate the embedded nature of discrimination of access against some prisoners by seniors, Chiefs or Managers. In another Centre, a maximum security prisoner regularly works in the kitchen of the medium security block. He is a quiet, non-violent prisoner whom the Manager assured the interviewer was entirely to be trusted -

kitchen knives or no. "We really do know our prisoners." And indeed, so they do - everyone agreed this prisoner was not a security risk despite his classification. And his work was needed in the kitchen. Yet every week and every day, a particular Chief ruled that the same prisoner could not be escorted from the maximum compound to the medium security compound, to attend a class in the education room - where there was nothing more lethal than paper and books and a biro - on the grounds that "he's a security risk". The Manager will not take on his Chief; the prisoner still works in the kitchen but cannot have education.

A second example affects a whole group. A Correctional Centre wished to follow two others in establishing a Toastmasters Club - a useful and legitimate recreational activity which helps to develop prisoners' self-confidence, oral ability, personal education. The proposal was supported by the Commission, by the Toastmasters themselves and by established Clubs in the region. The prisoners could, however, only raise the minimum number of 20 to establish the Club, by combining maximum and medium security prisoners. The General Manager refused to allow the prisoners to mix even once a month on grounds of "breach of security". Yet the same Manager not only allows, but encourages, prisoners from maximum security and medium security to meet at least once a week to hammer at each other in Aussie Rules football. Twenty-two men in violent body contact are, apparently, not a security risk. Twenty men in a classroom quietly debating or speaking, apparently, are. This kind of double standard has been reported in almost every Centre.

Even on entry to the Centre, prisoners can't be guaranteed that recommendations for access to special help or programmes by the Assessment team, will be actually implemented:-

> *"It would help if the left hand at the top of Centres knew what its right hand was doing. The Chiefs simply don't carry out the recommendations made by the induction teams when prisoners come in. Partly because they are often not even told; but mostly because they do what they choose and not what the management has decided. And the Manager never seems to check it out properly afterwards. But who's in charge - the Chief or the Manager?"* (Experienced recidivist, now serving life sentence)

One answer is to have committed custodial officers assigned to education. There was widespread agreement in the oral and written evidence from Programme Managers, Education Officers and custodial officers that there is a need to have a custodial officer rostered for duty specifically to cover the education area for security, if prisoners are to have realistic access.

But a number of General Managers and Programme Managers also considered that custodial officers would be very divided on this.

> *"Many still see education simply as a threat to security, as undermining their authority."*

It would clearly be something some Managers would, and others would not, be prepared to take up as an issue of principle with officers. The Commission must review how far it can allow policy decisions about access to programmes to be made not by Sentence Management Committees, not by Assessment Committees, not by Programme Managers or qualified Education Officers - but in effect by individual Chiefs, Seniors or Custodial Officers.

The principal structural barrier imposed by Managers is the Commission-imposed policy that education classes must be timetabled after work and in the evenings. This is a quite unrealistic policy for an undereducated, demotivated prisoner whose previous profile has, inevitably, most likely been an inability to persevere at unpalatable or arduous work. Children at school and students at university rarely learn willingly. Only 5% - at most 10% - are learning for pure unassailed love of knowledge. The majority have to be encouraged, cajoled, rewarded by parents, teachers, tutors, marks, grades, specific rewards, before they complete their long educational haul. Why would we expect most disadvantaged prisoners to have the natural motivation and self discipline to stick at study in their recreation hours. It is the more unrealistic since prisoners cannot go and come to and from their cells, work in their cells, return to the library etc as we can. Once a prisoner is escorted to a room, he must stay there.

> *"Classes cannot begin before 6.00pm and last until 8.00pm ... Education has to compete in the evenings with gym, sports, video and any other activity. The two evening hours allows about 20 people to take advantage of the (literacy) tutor programme. There could be twice that many that need the study time, but because of the work hours, they are not able to take advantage of education during work hours."* (Education Officer)

There is clearly more discretion than some Managers will concede. At one Centre, education as such has to take place after work, but trade training instructors can release prisoners by day for related education - eg maths - and without loss of pay. But at another Centre in the same area, workers in another trade, cannot have day release even for essential maths "topping up" - and the maths tutor is not, understandably, willing to add evening work at a relatively isolated prison, to a full working week.

Even a well-equipped and staffed Centre can still face constraints. Prisoners are not, in one particular Centre, allowed in the Education Block in the evenings. Yet if they opt for a daytime class, even for essential literacy or maths, they lose their $2-$3 a day wages - the only resource a prisoner has. This is a double filter.

A reverse filter can, however, operate. In one Correctional Centre, the General Manager's policy for structuring the Centre, debars the majority of prisoners from education classes even though these are, in fact, run during the day

> *"Education is conducted during the day and is focussed on those inmates who are able to attend classes during the day, uninhibited by work constraints. There are no evening classes to cater for inmates who work. As a result, those in the protection areas and who are on open-classification work, have little access to education."* (Education Officer, written evidence)

But at this Centre, evidence from senior staff estimates that from two-thirds to three-quarters of the prisoners are either quite illiterate or lack training. Convincing evidence from a range of prisoners speaks of entrenched opposition from officers and those in charge of work areas, to releasing the most needy prisoners during the day. Of 93 enrolments in a variety of education classes representing about 70 prisoners, only 30 were enrolled in literacy, numeracy or basic education, out of the Centre's average number of inmates of upwards of 200.

What emerges clearly from the mass of evidence reaching the EATOP enquiry is that:-

* There is no consistent policy across Centres for prisoners to be released or otherwise by day for essential basic education and training.

* There is no consistent policy about the retention or loss of pay for participation in educational programmes, as distinct from work, either between Centres or within Centres.

* Different managerial rules in different Centres have the effect of debarring certain groups of prisoners even from access to education accommodation and classes.

* The policy of the Commission or of the General Manager cannot be guaranteed to be carried out by all Chiefs and Seniors. There is a lack of coherent supervision and control.

An issue of principle should be clearly established. The Commission will need to review its policies on work and education and the relationship between them, in such a way as to ensure consistency between Centres, response to the real needs of particular groups of prisoners and the reassertion of control over decisions on prisoners' access to education and special programmes by properly qualified professional staff. This means a tightening of Sentence Management procedures, on which we report later, and tighter monitoring and supervision by General Managers.

CHAPTER 4

PROVIDING A COHERENT, INTEGRATED EDUCATION AND TRAINING SERVICE

> *"Reading is to the mind what*
> *exercise is to the body."*
>
> Steele (1672-1729)

It is not proposed to summarise in detail, the particular programmes or short courses which individual Education Officers have managed to provide in each Centre. The provision so far has been pragmatic, based on stop-go funding, not provided on any regular or guaranteed basis and has been demand-based and not need-based. The courses or activities reflect very substantially the accidental availability of a particular tutor or source of expertise in the local neighbourhood, or on the presence or otherwise of an enlightened TAFE College Principal or Head of Department. The approach is entrepreneurial and not planned. It is a survival kit, not a tailored process. There is little opportunity for real quality control on any dimension.

It is a tribute to committed overworked and underresourced Education Officers that there is any educational activity at all in the Centres. It is a tribute to voluntary and underpaid tutors who work in depressing ill-lit rooms with a 19th century level of material resources in five of the Centres, that some prisoners have in fact become literate at all.

This chapter focusses on the creation of a new, criterion-based and needs-based education and training policy and provision within the Corrective Services. We look at principles, at possible providers, at interim proposals and at the need for longerterm investigation and planning. The very detailed reports from current Education Officers and written evidence from present and past tutors, together with reports from past Education Officers and evidence from external providers, have been carefully analysed. The analysis has been set against

(i) the demonstrated needs of offenders

(ii) the current and desirable future mainstream correctional policies

(iii) the need to develop prisoner motivation

(iv) the need for quality control and an effective targeting of scarce and expert resources

(v) the relationship of performance in education and training programmes to sentence management.

Before we discuss the detailed subdivisions of education (literacy through to advanced education) and specific needs and courses, we set out below a proposed new policy and set of criteria for providing education and training in Queensland prisons, on which all subsequent discussion and proposals is based. The proposed new policy is predicated on the assumptions, firstly, that rehabilitation *does* work for some. Chief Justice Warren Burger in speaking to the American Bar Association on crime control, recommended that:

> "We must accept the reality that to confine offenders behind walls without trying to change them is an expensive folly with only short-term benefits - a winning of battles while losing the war." (Cei, 1983)

Justice Burger went on to recommend

> "Making all vocational and educational programs mandatory **with credit against the sentence, for educational progress."** (Ibid, p.55)

The proposals which immediately follow are based on three fundamental principles: the need for more *diagnostic and cost-effective* selection of prisoners for the inevitably limited resources and programmes that can be offered in Correctional Centres; the need to provide a stronger *motivation and incentive* for prisoners to learn and participate; and the concept of the *right* to learn.

The *right to learn* is defined in the Declaration of the Fourth International UNESCO Conference on Adult Education as

- the right to read and write
- the right to question and analyse
- the right to imagine and to create
- the right to read one's own world and to write history
- the right to develop individual and collective skills

(Council of Europe, 1990)

A criterion-based structured scheme

Against these principles, we have carefully reviewed current sentence management principles, classification policy and remission policy. We believe that remission, home detention and parole should be actively and positively earned, and not merely granted because a prisoner refrains from disruptive or outrageous behaviour. We accept the widespread consensus on the three sources of prisoner motivation outlined in Chapter 2. It is therefore proposed to classify all education and training programmes into three categories: (A), (B) and (C) programmes on a criterion-based model.

The schedules on the three following pages set out

(i) examples of courses and programmes which would be classified as (A), (B) and (C) respectively

(ii) the essential characteristics which would apply to these courses and programmes *in every Centre alike*

(iii) the criteria and eligibility which each type of programme carries.

(A) Programmes

(A) programmes are those which we consider are an essential foundation without which a prisoner can make no progress at all, either to acquire a normal self-esteem and self-confidence, or to be fitted for any purposeful employment, or to deal with special personality and behavioural problems which have so far driven the individual (drugs, alcohol, sexual problems). They are the starting point, and they provide the first point of turning in a prisoner's motivation and purpose.

(A) programmes therefore have a number of permanent characteristics.

* They are to be regarded as a universal right for all who need them

* They must be provided at *every* Centre, with a common, identical structure and content so that if a prisoner is transferred (even with proper advance consultation) he or she can complete the course at the Centre of transfer.

* They are to be provided by the Commission and the Centres at the full level of need.

* They are to be a first charge on the Education Budget - a main priority.

EATOP

DESIGNATING & CLASSIFYING EDUCATION PROGRAMMES

Core/Essential	Intermediate Selective	Advanced Selective
(A)	(B)	(C)
Literacy	Office Practice	Personal further & higher education
Functional Literacy	Advanced Keyboard skills	
Further Basic Education	Library skills	University level academic study
Grade 10 English/ Maths (Junior)		
Prevocational and work skills	Basic crafts – Brickwork Carpentry, Mechanics, Welding Grade 12 (Senior)	Associate Diploma in vocational areas
Computer literacy	Computer programming	Information technology
Lifeskills	Advanced communication skills	Human Resource Management
Communication Skills		
Interpersonal Relations	Stress Management	
Drug & Alcohol Education		

EATOP

DESIGNATING & CLASSIFYING EDUCATION PROGRAMMES: CHARACTERISTICS

Core/Essential (A)	Intermediate Selective (B)	Advanced Selective (C)
Universal right	Dependent on good reports and professional recommendations	Dependent on previous achievement, good reports and professional recommendations
Provided at every Centre with common/identical programmes	Provided at selected Centres as specialisms	Provided on demand
Provided at full level of need	Provided partly on need and partly on demand	Provided on demand
First charge on Education Budget - top priority for A courses	Minimum proportion of Education Budget earmarked for B courses	A proportion of Library Budget earmarked for C courses

EATOP

DESIGNATING & CLASSIFYING EDUCATION PROGRAMMES: CRITERIA

Core/Essential	Intermediate Selective	Advanced Selective
(A)	(B)	(C)
Qualifies automatically for release from work in daytime	May qualify for day release from work for part of day or week	Normally will not qualify for day release from work except on special recommendation
Qualifies for proposed Prisoner Education Grant	Qualifies for Prisoner Education Grant	Qualifies for grant on appropriate recommendation
Counts for OT marks, remission, parole, HD, LOA, provided that (i) course completed in full; (ii) some measurable achievement results	Counts for remission etc provided (i) and (ii) apply	May qualify for remission etc provided (i) and (ii) apply.
Qualifies as work without loss of pay provided that (i) and (ii) above apply	Qualifies for work without loss of pay	Unlikely to qualify for pay
Non-attendance, dropout, disruption of programme, means loss of remission, pay etc.	As for A	As for A

The full classification of courses as (A) courses will be a matter for further consultation, but at this stage, we consider that the following should be provided at every Centre in Queensland as (A) programmes. All prisoners must be guaranteed access to these, who need them, whether or not they are classified as workers.

- Literacy courses
- Functional literacy follow-through courses
- Further Basic Education, notably Grade 10 English and Mathematics
- Pre-vocational basic skills
- Computer literacy
- Lifeskills
- Communication skills
- Interpersonal relations
- Drug and Alcohol programmes

Since we are arguing that (A) courses, if successful, are both necessary if a prisoner is to have access to employment and therefore the capacity to support his or her family, and potentially the first turning point in a prisoner's sense of purpose, the (A) programmes would carry a further set of entitlements.

- Enrolment in (A) programmes qualify a prisoner automatically for release for part of each day for fulltime learning.
- Students on (A) programmes would qualify for the Prisoner Education Grant which we recommend in a later section.
- Successful completion of (A) programmes will count for OT marks, Leave of Absence, remission, parole, home detention, within the overall Sentence Management and Classification rules.
- Prisoners attending (A) programmes will be paid the same daily rate as if they were in "productive" work, provided that they continue to attend regularly, do not absent themselves without cause and show measurable application and achievement.

- Intermittent avoidable non-attendance, dropout, disruption of programme will mean loss of OT marks, remission etc, and exclusion from the programme.

There is reason to believe that there would be community support for such an approach. There is, again, widespread agreement that the acquisition of literacy and numeracy and of basic education to help employment opportunities should be guaranteed in every custodial Centre, and for every offender needing such help. Characteristic of many submissions, a leading Church interest would write this in as both a right of the offender and a duty to provide:

> "For short-term offenders, those undergoing work release, home detention, probation or parole, programmes of literacy and numeracy *should be written in to the programmes and conditions of such offenders."* (Social Issues Committee, Anglican Diocese of Brisbane)

In relation to the retention of the small daily pay for an education attendance, this already operates at Borallon, and in the New South Wales prison system. The New South Wales Task Force on Women in Prison recommended that each inmate should be helped to choose an individually tailored programme of work and education (relevant to their ability) "with equal pay for every full programme package. This would ensure that those women who chose fulltime education were not disadvantaged. The recommendation was accepted by the Department. (Department of Corrections, New South Wales, 1987)

(B) programmes

(B) programmes are those which are either progressional from (A) programmes, or which prisoners will enter having already achieved successfully at the (A) level in the area of learning or treatment concerned. Examples of (B) programmes would be:

- Office practice and keyboard skills
- Library skills
- Vocational training in the major crafts (brickwork, carpentry, mechanics, welding)
- Grade 12 (Senior) education
- More advanced work with computers
- Advanced communication skills

- Stress management and conflict resolution

In regard to the latter, a prisoner with some years to serve, spoke of this need:

> *"There are lots of people here with a deep, hidden anger. You can see it in their eyes."*

Later in the same interview, the same prisoner also commented bitterly

> *"They don't do anything to help us to handle this (hidden anger), as a preparation for getting out, and then handling the relationship with your family or your girl friend in the first three months."*

It should be noted that **group counselling** as an approach is well established in correctional institutions in Michigan and in Los Angeles County in USA, and professional evaluation of the programme participants with control groups, showed a significant reduction in recidivism in the participants. (Cei, 1983, p.56).

The characteristics and criteria for (B) programmes differ. They are not an automatic entitlement, and they carry a selection process. While it is the duty of the Education Officer and the Centre Management to ensure so far as possible, that all prisoners who need them, enrol in (A) programmes, selection for progressional courses needs to be tighter.

(B) programmes would only qualify for parttime day release from work and retention of pay on the joint recommendation of the Education Officer, Course Organiser and General Manager. (B) programmes would need to qualify participants for the Prisoner Education Grant, and would also count for remission, parole etc on the same conditions (regular attendance, serious application, no disruption and measurable achievement).

(B) programmes would be provided at Centres on the basis of selected specialisms, partly on demand, partly on need.

A minimum proportion of the Centre Budget would be earmarked for (B) programmes to ensure both the principle of progression (vital for longterm prisoners) and the meeting of particular prisoner needs.

(C) programmes

It is accepted that education is for personal development as well as for what might be seen as instrumental purposes. But as always with a limited budget and a heterogeneous set of needs and demands, priorities must be set. (C) programmes are regarded as those at the advanced end of the educational scale. They will be applicable to already well-educated prisoners.

Examples of (C) programmes are university-level academic study, information technology Associate Diploma level work, personal-development further and higher education. These would *not* qualify for release from work during the day but would be undertaken after work in the same way that the majority of mature students in universities and TAFE must study - parttime in addition to work.

(C) programmes would only qualify for a Prisoner Education Grant under certain conditions, notably that they are either linked to future vocational outlets, or are regarded as essential to a prisoner's progression. Similarly, they *may* qualify for remission but this is not automatic.

While they will not be an automatic priority on the Centre Budget, (C) programmes should carry support and some portion of the Library Budget (when one is awarded) should be reserved for supporting (C) level courses.

RECOMMENDATIONS

(24) That all courses and programmes of education and training in Queensland Correctional Centres be reclassified on a three tier system (A), (B) and (C) on the lines and with the criteria and characteristics of the scheme set out in this Report.

(25) That, in particular, the award of OT marks, remission, parole, home detention etc should use as part criteria, **successful completion** of (A) and (B) programmes of education and training.

The providers: funding, provision and staffing

The incoherent, inconsistent and pragmatic set of discrete and unrelated policies which currently operate in Queensland's correctional system on the part of the current providers, is a general reflection of the lack of intersectoral planning in Queensland generally. The emerging policies of the TAFE sector in DEVETIR in particular, need urgent review. They are inimical to either the guaranteed provision of (A) or (B) type courses, or to the systematic approach just outlined.

State Departments

Some years ago, the State Education Department was marginally involved in prison education. It was subsequently consciously excluded by the former Prisons Department and has not played a role since. The State Education Department possesses a considerable range of expertise in the areas of curriculum development for remedial maths and English, in educational psychology and diagnostic assessment, in the inservice training of teachers and in careers guidance and counselling. Currently, overworked Education Officers are trying to fulfil almost all of these functions by default of any other provision. They waste much time seeking for appropriate personnel, courses, resource materials to mount short courses.

It can legitimately be held to be part of the duty of the State Education Department to provide for **the education of the people** and not merely schooling for schoolchildren. And indeed, provision is made currently for adult students at many high schools.

The State Department's School of Distance Education is currently providing correspondence courses in basic general education for many prisoners, but receives no budget for its adult students. It is shortly to introduce fees for adult students learning by correspondence which will remove the courses from the reach of prisoners, who have no real money, and Centres whose education budgets are too minimal to include the cost of purchasing courses.

RECOMMENDATIONS

(26) That for the immediate future, no charge be made to either Correctional Centres or prisoners for courses provided by the School of Distance Education in literacy, basic general education and further general education.

(27) That a Task Force or Working Party be immediately set up to consider and define the role of the State Education Department in contributing to the provision of education in custodial Correctional Centres.

(28) That the Task Force report back as soon as possible on

- (a) the use of State Education Department personnel in the educational assessment of prisoners;
- (b) the use of State Education Department curricula and resources for (A) level programmes;
- (c) the contribution the State Education Department can make to improved inservice training of tutors and teachers in Correctional Centres;
- (d) other contributions the State Education Department can make to an effective Correctional Education Service.

TAFE and DEVETIR

So far, a significant contribution has been made by the TAFE sector, but this is now hindered by current TAFE policy.

Three non-metropolitan Centres have reported what they describe as "invaluable" and "dedicated" work from their nearest TAFE College. In one case, the lead for this has come from an enlightened TAFE College Principal with a genuine policy approach, who is prepared to give funds every year for what he sees as an important service. But in the other two cases, the usual picture emerged after lengthy interviews with a range of those at the receiving end, and the tutors alike. The provision by TAFE is the result of overworked, dedicated and entrepreneurial field staff and results in regular "burn-out" because Principals and Departmental Heads will not commit funds more than a semester or a term ahead. Nor will they agree to define a clear policy of provision at any guaranteed level.

> *"It is stop-go, fight for half a salary for a 10 or 16 week course, and then stop-go again. There's no commitment. We never know whether we'll be back at classes again next time or not. It's quite wrong. The prisoners don't stop being there or stop needing us."* (TAFE tutor)

It should also be recognised that not all teachers can cope with a prison environment. Experience in maximum security institutions in America records the conditions (necessary though most are) which prison educators have found stressful. Searches, surveillance cameras, constant locking and unlocking of gates and grilles for a 25 yard walk, interruption of classes for unexpected musters, lockdowns, all create an atmosphere producing stress in those who do not have a secure and relaxed personality and identity. (Corcoran, 1980)

There is a need for closer screening and quality control of tutors working in Correctional Centres. Not all TAFE teachers appear to have an appropriate approach to adults in an incarcerated situation.

> *"But the approach they use is not good for adults. Too often it is 'come in, sit down, I'm here to teach ....' just like the schooling they've already failed in."* (Correctional Counsellor)

Evidence from Education Officers confirms the unevenness of the TAFE contribution and some lack of quality control. Some excellent work is being done by TAFE with several Centres both in training prisoners as peer-tutors and in training adult tutors. On the other hand, evidence from prisoners and Officers alike, questions the relevance of some of the content and the extent to which it has not been adapted to the background and needs of prisoners in confinement. There is a need to contextualise at least partly to the major characteristics of a confined population.

TAFE is currently involved with providing a range of vocational programmes to the correctional services, including the promotion and implementation of apprenticeship and trainee programmes. But there are major policy and logistical problems which reflect the lack of any coherent policy approach.

Queensland prisoners have to use Western Australian correspondence courses for apprenticeship training, but will shortly no longer be able to do so, since Western Australia will now have to institute a (legitimate) interstate charge because of the growth in numbers. No Centre has a budget which can meet these charges, and there is, indeed, no reason why Queensland should be the only State which does not provide its own correspondence courses. The same applies to Adult Literacy correspondence courses: Queensland has to use a South Australian course. Queensland constantly alleges that it cannot afford to do what other States and overseas countries have done for decades. The provision of our own, quality-controlled and tailored courses is regarded as appropriate in schooling, mainstream TAFE and universities: why not in offender education?

RECOMMENDATIONS

(29) That a Working Party be set up to develop a Queensland Adult Literacy course suitable for distance work with offenders; and to recommend proposals for the training of tutors in the tutoring of literacy programmes in custodial Correctional Centres.

(30) That resources be provided for the introduction of a uniform Queensland Adult Literacy course as an (A) course in all Correctional Centres in the 1991-92 financial year.

(31) That permanent budgetary provision be made for (A) level courses in Adult Literacy in custodial Correctional Centres.

(32) That Queensland correspondence courses be developed in apprenticeship training in key areas of vocational training; and that these be made available to Queensland prisoners.

DEVETIR has argued in a recent policy statement on this issue that:-

> "The provision of vocational and further education within Corrective Services institutions is largely the responsibility of the Corrective Services Commission. DEVETIR can offer a range of suitable programs on a fee-for-service basis to the Corrective Services Commission."

and further that

> "Vocational and further education is a major factor influencing the future economic and social growth of Australia. As such the limited resources in this sector must be directed towards promoting skills formation in Queensland. DEVETIR is mindful of access and equity issues and the vocational and further education of disadvantaged groups is a major target of the Department's programs. DEVETIR is also aware of the role of vocational and further education in

> rehabilitation and in preventing recidivism and has devoted resources to this area. However, further expansion in this latter area, given the demands of the vocational and further education system is largely dependent on funds being made available for this activity."

As a general principle, the increased practice of one State Department charging another State Department for services should be urgently reviewed and reversed. All of the funds involved still come from taxpayers' money. For another State Department to charge the QCSC for education courses, is for the Government to charge itself. All this mechanism does, is to create extra jobs for clerks and accountants to handle the mass of book transfers and paperwork involved, and the cost of this wasteful and time-consuming process merely lessens the money available directly for a service. Currently, the TAFE division of DEVETIR is also charging the Commission for courses provided in Centres, which has priced many (A) and (B) level courses beyond prisoners' and Centres' reach.

RECOMMENDATIONS

(33) That from July 1991, no charge should be made for TAFE courses provided to Queensland Correctional Centres, and

(34) That a high level Working Party be set up with representatives of the QCSC, the State Education Department and DEVETIR to discuss and recommend not later than May 1991, realistic proposals for the funding of correctional education which will (i) guarantee a minimum provision of (A) and (B) level courses at each Centre, and (ii) guarantee an annual minimum Education Budget for each Centre at the level of need, and (iii) remove any procedure for inter-departmental charges, which are meaningless, costly and wasteful of clerical and financial resources.

The turnover of Education Officers has, over the last two to three years, been at a level that would have merited serious public enquiry in any other sector of the public service. We have seen a regular flow of committed, interested and qualified women and men take up posts as Education Officers. They have been given no real Budget. A significant proportion of such Budget as they have carved out latterly on establishing critical and urgent needs, has in a majority of Centres been taken and redeployed by General Managers, Finance Officers or Programme Managers to pay for Officers' overtime, to cover a deficit elsewhere, to pay for non-related aspects of Centre activity. In some Centres, they have met with active and hostile obstructionism.

The comments of a longterm prisoner in written evidence, who has become disillusioned at the lack of management support in his Centre for either Education Officers or education as such, is characteristic of vivid and depressing oral evidence from prisoners at other Centres:

> "I've been here for over a year now ... so far I've seen two Education Officers quit in what I can only assume is disquiet at the lack of emphasis placed on education with in the corrective services *and especially this prison's Administration .... but they both originally approached the job with all the optimism and energy they could muster."* (Longterm prisoner)

This prisoner is quite right about his Centre's lack of belief in Education. The visit revealed a good deal of cosmetic "busy" glossy paperwork, impressive sounding words, but nothing actually happening on the ground. The Centre has good facilities but prison rules in practice which make it difficult for any prisoners but the most committed, to use them. Sport has a higher profile and more support, in that Centre. At the time of the visit, there was no Education Officer in post. It is difficult to imagine that they will recruit and keep one, **unless the Commission takes realistic steps to ensure Centre Management and Officer support for Education Officers.**

Their needs are supported by some Officers.

> *"A clerical assistant should be appointed to the Education Officer. They cannot give their full attention to inmates' needs and requests while having to act in a clerical role. (This work is not within the scope of an inmate. Nor should it be.) Education Officers always have to work under pressure."* (Written evidence from a Chief Custodial Officer)

Currently, the clerical "back-up" for Education Officers, if it exists at all, is in fact given by a better-educated prisoner assigned to (or volunteering for) work with the Education Officer. This has some merits in enabling educated prisoners to work positively and constructively in a way relevant to their skills. There are, however, some serious disadvantages, and some aspects which need review.

Currently, prisoners working as Education Clerks, open the education and training mail in most Centres. **This should cease.** As the educational services develop, reports on prisoners' progress, confidential mail from other agencies and interests, and Headquarters instructions and policy letters, are likely to form an increasing proportion of incoming mail, not all of which can be guaranteed to be marked "strictly confidential". In evidence from other prisoners, there is, moreover, evidence that many prisoners resent the opening even of non-personal mail by other prisoners.

RECOMMENDATION

(35) That as the development of (A) and (B) programmes in Centres increases, Education Officers in larger Centres be given an assigned clerk/typist as infrastructure.

Teachers and tutors

Queensland provides no fulltime teaching staff in its Correctional Centres. It has run the system on the cheap with voluntary labour. Some of the voluntary tutors have been excellent; some have not.

The scale of illiteracy, the lack of functional literacy and the extent of uncompleted secondary education cited in earlier chapters, establishes clearly the need for fulltime staff assigned to each Centre. This is common overseas and not uncommon interstate. Even some Officers recognise the special needs of the poorly educated.

> *"Inmates studying by correspondence, especially the large number doing Maths and English with the School of Distance Education, need organised tutorial help if they are to succeed and continue on to further and higher standards."* (Chief Custodial Officer, written evidence)

RECOMMENDATION

(36) That one fulltime tutor in English and one fulltime tutor in Maths be appointed to all Correctional Centres with enrolments of over 180 prisoners.

Headquarters post

Queensland is the only State with no Education specialist at Headquarters with an overview responsibility. The Education Officers are isolated and of variable maturity and experience. The provision of programmes and the Centre policies currently therefore lack coordination and coherence. The Education Officers also lack access to a trusted professional colleague, a facility which education staff in all other services enjoy.

If Queensland is to take even remotely seriously, the *creation* of a Correctional Education System, on the lines set out in this report, it will need some central coordination, guidance, monitoring and quality control.

RECOMMENDATION

(37) That a post of Principal Education Officer be created at Commission Headquarters, to act as the professional Head of the Correctional Education Service; her or his terms of reference to include policy liaison with other Departments and agencies, supervision, appraisal and professional support for Education Officers; and development of improved training for Correctional Education.

Prisoner Education Grant

Prisoners do not have money or "an income". Their $2 to $5 a day would put them below the poverty line on any scale for any existing form of grant or welfare aid. Yet the Federal scheme for grant-aid to students (AUSTUDY) specifically and explicitly excludes prisoners from grant-aid. This is inconsistent with the ABSTUDY scheme for Aborigines and Islanders: Aboriginal and Islander prisoners do receive ABSTUDY. It is inconsistent with the Federal acceptance of funding for Drug and Alcohol programmes for prisoners.

And it is discriminatory. Federal grant-aid schemes for education exist for university students, TAFE students, Isolated Children. In all States, secondary school students in Grades 11 and 12 can apply for grants. The Federal Government alleges that offender education "is a State matter". But so is schooling, TAFE; so are isolated children; so is higher education. Federal governments pay thousands of millions of dollars in grants to non-government schools, to universities and colleges. Suddenly to say that one disadvantaged group, prisoners (statistically a very small minority compared with university, TAFE and school students), are "ineligible" for a scheme of grant-aid for the education and training that is their central life-chance for rehabilitation, is illogical, unjust and politically nothing less than an unaccountable meanness.

Prisoners do not need a maintenance grant. But they need to pay tuition fees - particularly while QDEC, DES and TAFE are charging for courses. They need to buy books, paper, biros, maths equipment. How are they expected to pay for this at $2 a day wages?

The deliberate exclusion of prisoners, who have no real income, from all schemes of grant-aid, is directly discriminatory. It merits a test-case against Australia in the International Court of Justice, particularly in International Literacy Year. It is a breach of major international Conventions of Rights. It is politically one of the most ill-conceived and punitive policies current in Australia.

RECOMMENDATION

(38) That the State Government extend to prisoners the same right to allowances for books and materials as is available to other students, provided that prisoners are studying on either an (A) or a (B) course and that his or her application for grant is supported by the Sentence Management Committee of the Centre.

(39) That pressure be brought to bear on the Federal Government to remove the discrimination against prisoners which excludes them from grant-aid schemes, either by opening up AUSTUDY or by creating a Prisoner Education Grant.

CHAPTER 5

WOMEN IN PRISON: POLICIES FOR CHANGE

> *"Men their rights and nothing more;*
> *Women their rights and nothing less."*
>
> Susan B. Anthony, The Revolution (1868)

In so far as Queensland's general penal policies have fallen far behind current levels of need, it may be seen as part of an overall political failure to recognise the reality of a world changing as fast a Toffler's Future Shock. But in so far as the State has failed to even produce a recognisable policy for women's correction which is based on women's particular educational and vocational needs, there is evidence of overt as well as covert discrimination in addition to the underfunding and underprovision characteristic of the prison service as a whole. This chapter reviews the particular situation of women offenders, both *per se* and in relation to their male peers, and makes recommendations for major change.

Evidence from published research

A review of a range of research published in the last two decades, principally from North America and the UK, highlights a number of factors or issues which appear to be generic to the situation of women in prison. Certainly, the evidence from both incarcerated women in Queensland and from those whose responsibility they are, confirms the longstanding relevance of these factors.

(i) The breadwinner role and vocational training

For example, American research establishes a common pattern in the USA that "poor, uneducated, unskilled, marginally-employed women" are overrepresented in penal institutions. Moreover, characteristically, from two-thirds to three-quarters are single heads of households with dependent children to support (Feinman, 1986). This is also true of the Queensland prisoner population.

A wide-ranging analysis of policies and practices in women's prisons in the 1970s records with concern that "most regimes employed in penal institutions for female offenders are typically those which reinforce the stereotypical traditional sex-role of women in our culture", principally because, she argues, women were still not seen as potential breadwinners (Smart, 1977).

Another detailed and comprehensive review and analysis of women prisoners' needs and problems and of American policies for these, also concluded in the late 1970s that from the evidence, "There is no need to question that the means of making a livelihood is the single most critical problem facing the woman offender. Because jobs and training are generally unavailable, welfare or dependence on crime are the only remaining alternatives." (Roy, 1979, p.39).

On the one hand, the readily available research and published review of women and prison is agreed that women prisoners are more characterised by their poverty and their lack of earning skills *on entering prison*, than their male peers. But another issue on which the evidence is also agreed, is that before imprisonment, most women were also, in fact, in the actual situation of being the main breadwinner, even if not in theory. Yet a third issue on which the evidence is agreed, is that prison programmes for women do not offer them training and work experience to fit them for the breadwinner role on release.

In American prisons, characteristically "the majority of tasks are menial and unskilled in nature, and irrelevant to the sophisticated labour market of the major urban centers to which the majority of the women will return" (Roy, 1980, p.38). We will suggest that this is also characteristic of Queensland's women's prisons. Yet in America, "it seems obvious that female offenders have as great a need as men for learning marketable skills, inasmuch as most are going to have to support themselves and their children after release" (Roy, p.38). In Australia, a major study by the Task Force on Women in Prison found that three-quarters of the women intended to seek a job on leaving prison - from breadwinner necessity.

Yet when one sieves the major and seminal studies of women in prison for their issues coverage, it is significant that most have had almost no comment to make on education, training or work for women in prison. Giallombardo's influential review of the Federal Reformatory for Women in Virginia, reviews the system of roles and functions from a sociological perspective, but with an undesirable academic linear focus, ignores the *absence* of roles and functions that should be there, viz training and employment, discussing only the domestic work carried out by the women (Giallombardo, 1966).

Her study was, however, useful in highlighting that while men's work in prison is productive, work set up for women was "made" - usually a form of created domestic work. She commented that "the male (prisoner) is oriented to look on work as a meaningful activity in career terms, and this fact is recognised by prison officials (but that) .... it is apparent that much of the 'busy' work in the prison designed to keep the female inmate occupied, is not unlike many of the tasks that women perform in carrying out a home-making role" (Ibid, pp.61-63).

This profile appears to be entirely characteristic of women in prison in Queensland and, indeed, interstate. A New South Wales Task Force on

Women in Prison in the mid 1980s, found that 74% of women "employed" in prison were working at food preparation, cleaning, laundry work and ground maintenance *for the prison* (Department of Corrections, NSW, 1987). These are all, in the outside world, the lowest paid jobs fulfilled by women, and will not train women for breadwinner roles on leaving prison. The 26% who worked in "industrial work" were engaged in needlework (sewing hospital gowns, making prison clothing) or cutting clothes into rags for industry - again, low paid jobs in the occupational workforce.

Carlen's more recent (1983) study of Cornton Vale Prison in the UK, still does not discuss education, training or work as central elements in the prison policy for women - either as actualities or as desirable elements. Her interviews and case-histories do not investigate the work or educational experiences of the women prisoners - focussing rather on their perceptions of the social control systems operating in incarceration.

Heffernan's study of the Women's Reformatory at Occoquan, Washington, DC, similarly analyses systematically, the work functions performed by women against a constructed theory of perceived "personality types" - but at no stage does she discuss the dead-end nature of their quasi-domestic work, the lack of training, the relationship of the domestic work to work done before entering prison or to the possibility of preparing for *employment* on discharge, as distinct from housework in a dependency situation (Heffernan, 1972).

There is, thus, a need to ensure that women prisoners are given equal opportunities for vocational training towards their financial and occupational independence on discharge from prison. And this should not be exclusively in traditional female-dominated (and therefore low-paid) unskilled and semi-skilled work. Longer term prisoners should be offered apprenticeships; shorter term prisoners, pre-apprenticeship and pre-release courses.

It should be noted that the major initiative towards the creation of non-traditional apprenticeships for women offenders in the USA has come from *the Federal* Department of Labour. The results have included successful programmes in mechanical services, graphic arts, plumbing, airconditioning and refrigeration mechanics and bricklaying. In work and study release programmes, women prisoner apprentices left the prison by day, returning at night. The evaluation of a range of programmes highlighted the need for

- small support networks to encourage women apprentices
- strict screening for aptitude and suitability
- active help in placement from relevant outside agencies
- active support by correctional officers.

The Committee of Review concluded that the development of apprenticeship programmes leading to well-paid craft employment after release, was entirely possible in American women's prisons. Additional ingredients for future programmes were recommended:

* promotional campaigns, counselling, tutoring, remedial work and support groups to be integrated into the programme

* enhanced daily payments for progressional achievement.

The changing needs - and demands - of women can be seen in a significant shift in education courses taken by women prisoners in New South Wales between 1972 and 1984: a threefold *increase* in the proportion of women enrolling in basic foundational education and vocational courses, and a *reduction* by three-quarters in those enrolling in traditionally feminine activities (cooking cakes; fashion and design; hair care; "social graces" ...) (Department of Corrections, NSW, 1987). Moreover, the demand for vocational courses increased significantly - including motor mechanics and catering (as distinct from unskilled food preparation).

(ii) Women's personal needs: society's double standard

A second problem is a societal double standard which condemns a woman relatively more than a man for the same offence. Much of the research suggests that prison administrators know even less about the demographic characteristics, needs and problems of women offenders, than of their male counterparts. As a result, "this culture has reinforced traditional roles of dependency and passivity, and women offenders have not only to cope with those issues but also the stigma of being seen as 'a fallen woman'" (Roy, 1980, p.57). Incarceration is still harder for women to live down than for men. "Though society is repelled by crime, it is less morally judgemental about male than female offenders. Criminal behaviour confirms one's 'maleness'; among women in contradicts traditional sexrole stereotypes" (Roy, 1980, p.48). Women have a double loss of identity: loss of normality and support in the community and loss of acceptance of their normal femaleness.

Yet when the question of work or training arises, prison administrators cling to the stereotypes, alleging that vocational training for industrial, productive and skilled work is "unsuitable" for women and that conversely, women are unsuitable for work release for the kinds of jobs that are better paid and more skilled - and, of course, male-dominated.

(iii) Women and families: children and motherhood

A principal issue is the problem of motherhood while in gaol. About eighty percent of women prisoners in women's prisons in America, the UK and Australia are mothers. Many will have small dependent children, and a decision must be made whether the children should stay with the mother in prison, with its attendant problems, or be fostered or sent to live with relatives - which creates a double problem for mother and child - in particular with older children.

"For (those) incarcerated in women's prisons, the stresses produced by adaptation to confinement are uniquely different from male prisons. Factors such as predatory sexual aggression, normative violence and social conflict are less in evidence, but there is the added factor of anxiety and guilt associated with being long separated from children" (Corcoran, 1980, p.51). It is interesting that there is no research evidence to suggest that this anxiety and guilt is also salient for male prisoners.

For the effect of incarceration on women who are mothers is one issue. The impact on their children is another, especially those children separated from mothers in prison and fostered out or living with relatives. Yet there is a social dilemma here which is not easy to resolve. Policies need on the one hand to recognise that "socially dysfunctional families impact on the next generation" (Roy, 1980, p.47), but it is not, on the other hand, acceptable in the community that women should escape the social consequences of serious crime simply by virtue of motherhood status.

Again, the available research highlights "a serious lack of pre-release and post-release family-oriented counselling services, or legal advice for women who fear losing custody of their children" (McGovern and Blumenthal in Feinman, 1986, p.50). In this major American study, most women prisoners feared that they would also lose their children because of their incapacity to provide a suitable home - again, because of their lack of education, job skills, work and therefore money (Ibid, p.51). *These situations are identical for a considerable number of Queensland women prisoners.*

(iv) Women's special medical, emotional and counselling needs

The literature is too extensive and complex to review here, but a further issue regarded as generic, is the need to provide special counselling and treatment programmes to deal with embedded problems arising from women's previous experiences of abuse. A high proportion of women prisoners have suffered child abuse, incest, sexual assault, or rape (within or outside marriage) or physical abuse, which have left them psychologically and emotionally scarred. Research studies report incidence levels as high as 60%-75% in prisons overseas (Feinman, 1986). Field evidence suggests that this applies to a majority of Queensland's women prisoners. This also relates to their problems of mothering and child care - because they have had no positive mother-child or parent-child experiences, and no good role models for their own parenting. *Special programmes need to take account of this.*

(v) Life Skills - home-making

Finally, while it is desirable that male prisoners, especially fathers, should also receive training in parenting, home-making and domestic skills, it is clear that in Queensland, sex-roles will change slowly. While it is important that our women are trained in work skills, evidence confirms that they will continue to need education or re-education in mothering, needlework, homemaking, nutrition, household budgeting in addition. *A gender neutral occupational role is not automatically incompatible with training and skill in the caring role seen still as traditionally "feminine". The two are not mutually exclusive.*

And "with the increased ability to manage their lives, would come increased self-esteem" (Banks, M.E. et al, [1984], p.9).

We now turn to the position in Queensland's two women's Correctional Centres.

TOWNSVILLE WOMEN'S WING

The Townsville women's wing is an unviable centre and its future should be urgently reviewed. At the time of the June 1990 EATOP visit, there were only 18 women prisoners. Moreover, these represent a heterogeneous collection of sub-groups with nothing whatever in common and even more unviable in numbers.

Aboriginal and Islander Women

Ten of the women are Aboriginal or Islander from *rural missions* and not urban towns. This proportion is typical. Many of them have very little English. They do not mix with white women prisoners; and are not able easily to communicate with officers except in relation to basic essentials. "They stay within themselves." Their typical offence is unlawful wounding or some other violence while under the influence of drugs or alcohol. Their average sentence is less than a year; often six months. At the time of the visit, they were seated on the grass separately, painting and crafting. They do not take part in any programme; even in a Drug and Alcohol programme.

The real needs of these women are simply not being met by being transported to a Townsville place of confinement where they withdraw into themselves in what they see as a living place with nothing in common with their normal rural environment. The present policy merely confines them for a statutory period without in any way reaching through to them, or teaching them English to help their communication and interaction with the dominant culture of Queensland. Moreover, the confinement in an alien environment can only serve further to distance them from their real roots and their cultural identify, without compensating for this by some positive achievement on any dimension. As a policy, it is currently both counterproductive and costly to the taxpayer without noticeable results.

A more appropriate approach would be to replace a prison sentence by a (rigorous and realistic) community corrections programme - including improved education - constructed jointly by the relevant correctional interests in the North Queensland region and relevant Aboriginal and Islander elders and regional interests.

Mainstream women prisoners

There has only been an average of 8-9 non-Aboriginal women prisoners at Townsville since the new women's wing opened, and current projections suggest that this position will not change. This is, at best, an unviable number for whom to design any realistic programmes. But the extreme heterogeneity of this group makes the sub-groups even more unviable, and a policy impossible to achieve. There are currently only two women with longer term sentences, one of whom is a lifer. The remainder are short-term offenders, and the resultant constant turnover makes the programming of any education or training, completely unrealistic. Moreover, it is clear that (not unreasonably, in the circumstances), tension builds up regularly because of the frustration and boredom and lack of any purpose or fulfilment which the two or three longer term prisoners there at any time feel, as a result of the disruption of constant admissions and discharges of short-term women offenders.

Within the group of 8 or 10 mainstream women prisoners, moreover, the ability range spans university-level potential through to near illiteracy, an even more heterogeneous and unviable range for which to provide education.

An obvious solution is to close the women's wing and to reallocate the accommodation to the male prisoner population. One group who could be housed there is the protection prisoners, since the wing is separate, and it would obviate the escorting problems reported elsewhere. The conversion of the unused tennis court area to an education classroom, interviewing/counselling rooms and an office, would enable the special counselling and treatment to be offered which these prisoners above all need if they are to return to society better able to handle themselves in a way acceptable to the community in which they live. Currently, the protection prisoners at Townsville receive no help or treatment at all.

If the proposal for community-based (rural) correctional programmes for Aboriginal and Islander women offenders is approved, this leaves an average annual cohort of only 8-10 women prisoners. Of these, only 2-3 are longterm at any one time. If rigorous and disciplined community correction programmes were substituted for those offenders with sentences under six months, the remaining prisoners would be transferred to the Women's Correctional Centre at Brisbane (Boggo Road). This would enable the women to be included in the core (A) programmes to be provided there and which cannot possibly be offered to a cohort of fewer than 10 prisoners at Townsville.

It is recognised that such a policy of sending North Queensland women prisoners to Brisbane will meet with protests both from the women prisoners and from their outside pressure groups. It has to be said, however, that the best way to avoid being sent from the North to Boggo Road, *is to refrain from committing the kind of serious crime which will merit a significantly long prison sentence.*

It is simply not viable for the taxpayer to support an uneconomic unit for 5-10 women prisoners. Nor is it appropriate to maintain such a unit when the corollary of so doing is that neither education, nor training, nor work, nor rehabilitation programmes can be staffed or budgeted, for an unviably small cohort.

It should be noted that if the proposals on Sentence Management set out later are approved, women offenders from North Queensland will be able to earn remission towards earlier release, home detention or parole while in Brisbane, *provided that they cooperate in, and complete some measurable achievement in, rehabilitation programmes of education, training and work.* Prisoners who do not so commit themselves, make their own choice to remain at a distance. Prisoners who genuinely cooperate, can return to their home area at an earlier time.

RECOMMENDATIONS

(40) That the Townsville Women's Correctional Wing be closed in 1991 and that no future prison facilities for women be provided in North Queensland.

(41) That correctional policy for rural Aboriginal and Islander women in North Queensland be reviewed urgently, and alternative non-custodial community corrections programmes be constructed for Aboriginal and Islander offenders, jointly by the correctional authorities and relevant Aboriginal and Islander representatives and interests.

(42) That women offenders sentenced in North Queensland for six months or less be not committed to custodial correction, but sentenced to rigorous and disciplined community corrections programmes.

(43) That where a custodial sentence is considered necessary for women offenders in North Queensland because of the nature of the offence, women offenders be sent to Brisbane (Women's) Correctional Centre for the length of the custodial element of their offence; but that if they later qualify for home detention or parole or community correction for part of their sentence, these be programmed in their home location and not in South East Queensland.

WOMEN'S CORRECTIONAL CENTRE, BRISBANE (BOGGO ROAD)

In so far as the needs of women prisoners are identical with those of men, the issues raised in written evidence and in interviews are dealt with in other chapters. Thus, the lack of books and reference works, the lack of financial support for study, the need for cells (or other accommodation) conducive to private study, the need to be able to control their own lighting in their cells, the need not to lose wages for daytime study or programmes, were all generic to both sexes; were all raised by women prisoners; and are dealt with elsewhere in this report.

In relation to the issues raised earlier in this chapter seen as specific to women, there is an urgent need for substantial reform at Brisbane Women's Correctional Centre.

The nature of work and tasks

The research evidence is borne out both by the evidence and on the EATOP inspection in June 1990. The work tasks undertaken by most of the women prisoners are menial, contain no training element and will only fit them for low-level, unskilled and low-paid work on discharge, like cleaning or repetitive food preparation or laundry work. A number of prisoners wished to train in trades normally seen as "male", although it is not known how many yet have the foundational education and the intellect for this, since we do not have any professional assessments available. There is no reason, however, to doubt as such that Queensland women can follow the lead of their counterparts in America, Canada and New South Wales, in achieving apprenticeship-level skilled training. This would enhance their employability and their breadwinning ability to support their families on discharge.

> *"There aren't any facilities here for learning the trades that the men do. We only have hairdressing and typing and signwriting (and not for apprenticeships). Why can't we do technical trades, and go out to a TAFE College?"* (Woman prisoner)

There is also a demand for properly certificated and *externally accredited* courses. It is significant that the Women's Centre is less well equipped for computing than the modern male prisons, and the computer course is less career-oriented.

> *"We need longer computer courses that have a Certificate and Diploma at the end."* (Woman prisoner)

Brisbane Women's Correctional Centre is also one in which educational programmes are not allowed to be offered by day and are restricted to the 6.45pm to 9.00pm period on weekdays. This is despite a lack of enough useful and purposeful work to occupy all women in Maximum Security. Some women are studying through Deakin University (external studies), the School of Distance Education, Queensland Distance Education College or TAFE (correspondence). The proposals in the previous chapter should apply immediately to the Women's Correctional Centre in order to systematize the most essential provision.

What is clear is that although there is *notional* provision for the women, on paper and in theory, in the sense of a short series of one-off classes, the availability of a few typewriters or sewing machines, nevertheless the funds, the policies and the trained staff have not been provided for any traceably coherent, consistent, guaranteed or progressional series of courses. Nor are such courses as are provided, professionally designed by people experienced in correctional education or expert in the particular needs of incarcerated women. There is no access to specialised counselling or treatment to deal with the problems referred to in the previous section (previous experience of different kinds of abuse; inadequate models for mothering and parenting). The current Drug and Alcohol programme was also strongly criticised for being too theoretical. ("All lectures and talk. We know all that. What we don't know is how to handle it all.")

The women also recognised their need for skills seen as traditionally feminine, which they did not see as incompatible with technical work, and were exceedingly anxious that they were not currently receiving any realistic help in homemaking or life-skills.

> *"Most of us can't cook, and we're not going to learn by eating prison food three times a day."* (Woman prisoner)
>
> *"And dressmaking with proper, modern domestic machines, when you haven't much money, at least you can save money later by making clothes."*

As in other Centres, not all the barriers were seen as represented by lack of provision, funds or staff. Attitudinal barriers on the part of (some) Officers were widely cited, although many prisoners also stressed that there were, indeed, some good and supportive Officers.

> *"But it's not much use putting things into a programme if they won't let us come. The officers put education right at the bottom - if we're not in a job in the laundry or something to earn money, they'd rather have us cleaning things that have already been cleaned twice, or sweeping the floor again that these prisoners have just swept, than let us come to classes."* (Woman prisoner)

Some Officer practices are undoubtedly unnecessarily punitive and obstructive. Here again, the lack of the ordinary adult decision when to turn out one's light, is denied.

> *"They don't help you to learn. I'm trying to do a degree and they make you turn the lights out at 10.00pm, so I can't get the time in. Why can't we read later than 10.00pm if we wish?"* (Woman prisoner)
>
> *"It's not as if we don't have switches in our cells. It's not like everyone has to have the lights on if we do. I can switch it on and off - if I'm allowed. It's not disturbing anyone .... It's not even a security matter, it's rules for rules sake."* (second prisoner)

How can we teach prisoners self-reliance, self-confidence, self-responsibility, if we treat them like children or less favourably than a high school student?

Prisoners saw excessive rule domination as a reflection of general hostility to prisoner help.

> *"You've got to start with the officers. They resent giving education to crims. They think it's a soft option and they tell us it's wasted on us."* (Woman prisoner)

There is some justice in this perception, since some Officer comment in the open discussion-interview strongly reflected this. An older Correctional Officer commented:

> *"The Commission is back to front. It should educate staff before prisoners ... We're not here to judge or grade prisoners. What has all this education to do with us?"*

Officer opinion was, predictably, sharply divided on both the needs and the "deserts" of women prisoners. On the one hand, some Correctional Officers were hostile to the idea of education as a right, or even at all.

> *"They should study in night classes, after work."*
>
> *"On my patch, they only go to education to get out of work, and it looks good on their parole form."*

Other Officers saw a more complex set of issues.

> *"They do need basic living skills. Literacy. They can't handle budgeting or making a home. Nor the system, how to handle forms, the bureaucracy - or even relationships. They do need help."* (Experienced Correctional Officer)

The method of providing courses also produced some insightful and supportive comment.

> *"You need to stop the 'victim' culture. They do, some of them, have low self-confidence and not a very clear sense of their identity, but it does not help them to give them constant alibis and excuses. You can't turn a prisoner around until she herself decides to change; and that won't happen if you give her too many alibis that help her to hide from her real self."*

In the case of longterm prisoners, there was considerable consensus that while they must in the end sort out their own solutions, this takes time and cannot be accelerated.

> *"They know they are in for a long time, but at first, they don't really believe it. It will take them one full year around to admit and come to terms with what they've done, and that the long sentence is for real. With some, it could be as long as three years."* (Experienced woman Correctional Officer)

A recent community-based report on the Brisbane Women's Correctional Centre highlighted many of the problems identified both in this chapter and in earlier sections of this report (Combined Community Agencies, 1990). This is a welcome development, and further monitoring and review by external interdisciplinary groups should be encouraged.

The future of the Women's Correctional Centre

It is understood that there is still a proposal current to build a new Women's Prison out at Gatton. In the light of our comments on the need to *locate* new Correctional Centres in urban Centres with access to local education and training facilities, this proposal should be reversed and the whole question of a new Women's Centre reviewed.

In Chapter 3, we set out what we see as essential criteria for the location of any new Correctional Centres, if custodial correctional policy is to be genuinely rehabilitative. *The Gatton location meets none of these criteria.* By contrast, the Annerley Road (Boggo Road) site meets all of the criteria. When the old male Correctional Centre is demolished on completion of the new Remand Reception Centre in 1991, land will be available for the construction of a new women's prison with three wings based on unit-management, self-catering and responsible living: maximum security with a self-contained education and training wing, counselling and interviewing rooms and self-contained basic library; medium security wing with parallel provision; and a minimum security and open-classification wing with parallel provision plus industrial training workshops run in conjunction with TAFE, for three basic crafts for which paid employment is available on discharge. These workshops would also be used for community-based offenders housed in the locality in Halfway Houses to increase viability.

There can be no public objection to the continuation of the Boggo Road site for custodial corrections. A major male prison has been on site for almost a century. All the published research sieved so far confirms that women's prisons do not characteristically experience the riots and violence apparently endemic to male prisons. The land would also yield enough additional site (since the new Women's Custodial Centre would not exceed 100 places even with the residue of North Queensland female offenders) for the construction of a small co-educational custodial correction centre specifically for younger offenders between the ages of 16 and 18, who are non-violent, but who are in need of special treatment from interdisciplinary teams of psychologists, psychiatrists, remedial educators, therapists who can only be accessed in the Brisbane urban area.

RECOMMENDATIONS

(44) That the proposed new Women's Correctional Centre be not built at Gatton.

(45) That a new 100 place Women's Custodial Correctional Centre be built on part of the Boggo Road site freed up by the demolition of the old Brisbane Male Correctional Centre.

(46) That a small therapeutic correctional centre for young offenders aged 16-18 who are non-violent but in need of specialised programmes of therapy, treatment and remedial education, be built on the remainder of the vacated Boggo Road site.

(47) That in the meantime, appropriately resourced and staffed Core (A) programmes as listed in Recommendation (24) be phased in at Brisbane Women's Correctional Centre as a matter of urgency.

(48) That an Interdisciplinary Working Party be set up to review the needs for the provision of (B) and (C) programmes as set out in Recommendation (24) at Brisbane Women's Correctional Centre, and make recommendations to report back as a matter of urgency.

(49) That programmes of therapy and counselling be set up at Brisbane Women's Correctional Centre to deal with the special needs of women who have been the earlier victims of abuse (of whatever kind), as a prerequisite to their achieving the capacity to profit from education and training programmes.

CHAPTER 6

SENTENCE MANAGEMENT AND EDUCATION AND TRAINING

"Justice is truth in action"

Disraeli (1851)

The Queensland Corrective Service Commission's overall Programme Goal is described as

> "To correct the offending behaviour of assigned prisoners while ensuring a sufficient degree of custodial control to contain and reduce the risk presented by the prisoner population."

This is described further as involving providing programmes *"in accordance with the individual prisoner's needs and providing meaningful work as part of that programme aimed at correcting offending behaviour"*, and in terms of management, *"ensuring inmate management is driven by an* ***integrated*** *Sentence Management plan"*.

The Commission's documentation on sentence management has been examined. Sentence management is currently honoured more in the breach than in the observance. It is, primarily, rendered impossible by the constant, unplanned and instant movement and transfer of prisoners.

The current Federal Crimes Act (S.16A) lists a number of matters to which a Court must have regard when passing a sentence, including

> 16(2)(n) "The prospect of rehabilitation of the person"

The Commission's current Rules and Procedures, Chapter 17, para 1701 on sentence management states that

> "The sentence management process provides for the consistent, objective, *coordinated* administration from the date of commencement to the date of discharge",

while para 1704 speaks of "needs assessment (as) a primary process impacting on sentence management decision making".

There was no Centre visited at which proper sentence management policies and procedures were operative. A good deal of theory exists and is put forward as policy. Much paper is circulating round Centres. But the actual, practical day-to-day running of the Centres and the major policies operating currently on (a) classification and (b) instant prisoner mobility between Centres is wholly inimical to humane, planned and sensible sentence management. The classification system last introduced, emerges clearly as a political reaction to one high profile escape. As a result, prisoners were reclassified not according to their present state of progress, cooperation, rehabilitation and risk or otherwise, but according to their original offence - however long ago this was and however much or how little they had worked to overcome this. Medium security prisoners who had settled in a block or compound - or on a minimum security farm - were reclassified as high risk with no sentence management qualitative reports, moved, and placed back in maximum or high security. As a result, prisoners are now demotivated, and rightly say that if their original offence is now to be their only criterion for judgement, there is no point in their working for rehabilitation.

The proposals in Chapter 4, presuppose a qualitative, diagnostic and controlled sentence management process and controlled reporting and judgement. It presupposes the use of remission etc as a real incentive.

> *"The majority of people in jail will not participate in vocational training unless there are incentives. The reality is that at the moment there are real, practical, financial and administrative disincentives and no incentives whatsoever ... The only incentive that means anything in jail is earlier release, or at least earlier access to more freedoms. I cannot stress this point highly enough. The reality of prisons is that inmates will not respond to vocational programmes without incentives that are meaningful to their circumstances."* (Written evidence from prisoner serving ten-year sentence; one year served)

Objective 4.12 of the Programme Goal states as a policy that there shall be *"a **meaningful progression of earned privileges** for inmates, with all low risk inmates being held in open environments".* The current actual operation of the earning of overtask (OT) marks, the criteria for privileges, remission, leave of absence etc, are based on an *automatic* degree of remission unless the offender actually behaves badly enough to lose remission. For example, the "28 day month" is, in practice, automatic unless it is foregone by a breach of discipline or negative act. The whole current system **in practice, whatever the theory**, works on the negative principle of an entitlement which can be lost rather than a positive privilege which must be solidly and consistently earned. The actual operation of the privileges/remission system needs a more thorough investigation than this Enquiry could conduct with the resources and time available. There is, however, substantial evidence from both Officers and prisoners across a range of Centres which makes it quite clear that the system is currently (a) working on a negative principle in motivational terms and (b) operated extremely unevenly and inconsistently across Centres and (c) open to manipulation by prisoners who are either "heavies" or high in the embedded prisoner power culture.

It is proposed that a radical change to the privileges and remission system be introduced, and that when prisoners are sentenced and again when they are given induction on admission to a Centre, it is made clear to them that a sentence of one year means 365 days, a sentence of six months means six calendar months, a sentence of five years means five times 365 days. Remission, or the ability to serve a proportion of their sentence as home detention or on parole, will then only be possible provided that

(a) they perform regular work in so far as they are required to do by the Centre's policy **and**

(b) *where appropriate,* they attend, **complete** and **achieve in**, specified education or training if they have serious deficiencies in their knowledge and skills which would hinder their later productive employment on release (eg literacy, basic further education, basic vocational education) **and**

(c) *where appropriate,* they attend **and complete**, special programmes to deal with drug and alcohol problems, problems arising out of acts relating to sexual abuse, child abuse etc for which they have been sentenced.

Remission, OT marks, home detention and parole should not be given as at present on the basis that prisoners have *attended* programmes (often only part of a programme) but because they have *completed* programmes and are reliably reported by the Programme Organiser, Education Officer, tutor and Sentence Management Committee to have made some measurable progress.

This presupposes that there is an efficient reporting system. There is not, partly because the people most concerned with a prisoner (trade instructors, tutors, block officers), are rarely asked for an opinion on a reclassification, an application for leave of absence, an application for home detention. And partly because Officers are nervous about reporting.

> *"Officers won't put in a negative report for fear of prisoners' reactions. They won't put in a positive report because they mistrust prisoners. They're out of their depth on the whole question of reporting. But some Officers* *want* *to report honestly but Management won't back them against the hardliners."*
> (Experienced Correctional Officer)

Finally, there is almost unanimous agreement among Education Officers, tutors, trade instructors, Correctional Officers and Managers, that rehabilitation and short sentences are incompatible.

> *"You can't do a thing with a prisoner in under six months in one prison without interruption. Six months which reduces to three and starts off here and ends on the farm is a mockery. It just disrupts everyone and achieves nothing."* (Experienced Correctional Officer)

> *"They work when you supervise them but not when you leave them to dig out the scrub. You can't change that attitude unless we have them for a really good length of time."*

This particularly applies to the prison farms. There is a widespread scepticism about their usefulness.

> *"We had a directive from Headquarters at Turbot Street to find 21 prisoners to transfer to State prison farms because they were short of workers."* (General Manager)

Their relevance is questionable, given the urban status of most prisoners.

The future of all of the prison farms should be reviewed, and a revised and tighter plan for their use should be formed which is more criterion-based. In particular, the place of prison farms in the system should be based on the following criteria.

* No prisoner should be sent to an open prison farm from a separate closed custodial Centre for less than four to six months. The sentence management procedure, if it is seriously to be based on the needs of the prisoner and not merely the desire to create ten overnight vacancies in a closed custodial Centre, or provide ten workers to feed pigs, should ensure that the recommendation for open classification is made at least some months before the end of the sentence or the end of the remission shortened time. The prisoner should then be moved to whichever of Palen Creek or Numinbah is retained as a prison farm with enough weeks' warning for the receiving Centre to receive reports and records on the prisoner in advance.

Evidence from one of the leading Churches with an active prison chaplaincy, stresses the need for programmes to be **relevant** to prisoners' expectation on release.

> *"We believe that any education and training that does take place, in Correctional Centres and in community-based correctional programmes, needs to reflect the availability of positions in the community on release. Currently, education and training in Correctional Centres is based solely on achieving a more efficient prison system. Therefore the skills that inmates are developing for*

> *employment are minimal, often inappropriate, and do little to stimulate interest or motivation."* (Catholic Prison Ministry)

Short sentences are not productive in any circumstances. If the criterion-based and tougher approach to remission and to grading education programmes set out in this report is approved, the corollary is that ***sentences of less than one year*** (which could be reduced to not less than nine months by positive achievement in rehabilitation programmes) ***will be ineffective***. That is, on the one hand, if sentencing judges and magistrates believe that the offence is so serious that a *custodial* sentence is merited over a community corrections sentence, those custodial sentences require a minimum period of one year (reducing to not less than nine months) if they are to have any traceable positive effect on prisoners. On the other hand, if judges and magistrates consider that a custodial sentence of less than one year would normally have been recommended, the alternative of a *rigorous and closely supervised* community corrections sentence should be considered.

In essence, the question must be asked, whether if a short sentence is appropriate, prison is the right solution; or whether, if prison is really the right solution, any sentence below one year (minimum nine months) is at all effective.

RECOMMENDATIONS

(50) That the sentence management procedures and the classification procedures and criteria, be so revised as to enable full sentence management to operate, and to enable prison offenders, whatever their original offence, to gain some credit for remission, reclassification etc, by positive achievement in (A) and (B) programmes as defined in this report.

(51) That discussions be set in train with representatives of judges and magistrates, on the limited usefulness of prison sentences shorter than one year reducing to nine months, and the alternative options of rigorous community corrections sentences.

Sentence management - rehabilitation and the profit motive

Another major area of incompatibility of policy is the Commission's insistence that the workshops and farms in prisons "make a profit" and are self-funding. The Government and the Commission have set the Centres a major objective of profitmaking in the Custodial Corrections Workshops. It should first be noted that

* their labour force is by definition under-educated, under-skilled and demotivated (see Chapter 2)

- their buying procedures are constrained by Public Service procedures (indeed, part of Borallon's case that it can be more "cost-effective" is based on its buying capacity to operate in the private market unconstrained by Public Service rules)
- their work day is shorter than average and broken by musters, head counts, etc
- their workshops and equipment are old and out-dated.

The way in which - rightly or wrongly - this policy has been interpreted at Centre level, however, has been to deprive prisoners of release for education, training and rehabilitation programmes on the grounds that the loss of labour would pitch a workshop into the non-profit area.

It should also be noted that there is no significant training element in turning out laundered sheets or standard loaves. The prison tasks are only semi-skilled, repetitive and tedious. That may be acceptable for part of each day: so are many tasks in the outside world (marking the hundredth essay ...). But using prisoners for low-level productive work for profit ***at the expense of release for (A) and (B) programmes***, merely means that rehabilitation policies are entirely cosmetic.

Again, there is external support for realistic release from work for essential educational classes.

> *"For those needing literacy and/or numeracy programmes, time must be allotted from the working day. Two hours per day of working time should be set aside for these programmes and considered part of the individual's employment and rewarded accordingly ... For those undertaking further education or technical training, time off from employment for study, needs to be provided and again, at no loss of income. It is unreasonable to expect individuals to sacrifice all of their recreation time or their income."*
> (Social Issues Committee, Anglican Diocese of Brisbane)

RECOMMENDATIONS

(52) That the need of working prisoners to be released for part of each day for essential (A) programmes and for recommended approved (B) programmes, take precedence over the requirement for prison industries and workshops to show a "profit" or to be "self-funding".

(53) That if, according to sentence management decisions, an industry or workshop releases prisoners for part-time classes during the day, and consequently does not show a profit, it be not necessarily or automatically closed down.

(54) That the Commission's directive to the current industries, bakeries, laundries and workshops that they will be closed down if they do not show "cost-effective" balances and profits, be rescinded.

It is difficult to imagine a policy more incompatible with rehabilitation than the closing of a bakery and the subsequent relegation of the prisoners to idleness in a yard again.

CHAPTER 7

THE EDUCATION AND TRAINING OF CUSTODIAL CORRECTIONAL OFFICERS

"So little done; so much to do."

Cecil Rhodes (1897)

In the history of every social service over the last two hundred years, there has been a fairly long and gradual transition from running a service with totally untrained staff, through the creation of basic elementary recruitment and training standards to the ultimate professionalisation of entry standards; and to the professional and academic design and control of preservice training at the higher education level. Nursing before the late 19th century was an unskilled trade. It took until the Edwardian era to create professional Boards of Nursing Studies and Registration. It took half a century then to increase the entry standard to the equivalent of matriculation and ultimately, Grade 12. It has, further, taken until the 1980s to elevate nurse training and education to the higher education sector. School-teaching began in the 19th century as an uncertificated, semi-skilled but still respectable job, not however regarded as professional. Teacher training, initiated by middle class English women in the 1890s, was professionalised gradually over eighty years, only attaining degree status in the 1960s.

Residential institutions for the poor, needy, destitute or aged have moved from staffing from the lowest ranks of society in the 19th century, through an inservice elementary training pioneered in the early days of the 20th century, to fulltime certificated College courses in postwar years. Social work has moved from voluntary work with no quality control through certificated training to higher education qualifications in the same period. There are many other such examples.

It is predictable, however, that the staffing of prison services has not followed the same almost universal trend. In the first place, running prisons has never managed to acquire the status of a social service. It has been wrongly seen solely as a socially unrespectable adjunct to the policing function. In the second place, the *purpose* of prisons has been seen solely as the protection of the outside society and not, additionally, as dealing with the needs of prisoners. At each point at which nursing, teaching, residential care, social work have moved up the training ladder, it has been when the *rationale* of the function has changed from focussing solely on the system, to balancing a care for the clients' needs with the legitimate protection of society's interests; patient-care as well as curative techniques; child-centred learning as well as the production of a future labour-force; the production of a purposeful and caring residential living environment to meet the needs of the aged or destitute, and not merely housing away the inconveniently indigent; and using social work insights to help people to build new lives, rather than dictating societally-determined solutions to make troubled families conform.

But the correctional services have not yet, as a whole, been encouraged to make this attitudinal shift from an exclusive goal based on the needs of the system *("lock the bastards away out of sight and make sure they don't bother us")* to a **combined** objective of protecting society (a continuing and legitimate priority) on the one hand, but also providing help, treatment and encouragement to prisoners to alter their behaviour, attitudes and purpose to give them a second chance of a fulfilled and normal place in society on release, on the other. It is, therefore, understandable that there has been no social or political thrust for training for the correctional services, to follow that of the other social services; and to move the correctional services from an unskilled or heterogeneous entry to a professionally established training with a controlled entry.

But this is now overdue, and is an essential prerequisite to reform and reconstruction in Queensland custodial Correctional Centres towards a model of rehabilitation which has education and training as a major and central element. This chapter discusses new proposals both for the preservice training of custodial Correctional Officers, and for the urgent provision of inservice training and re-education of existing serving custodial Correctional Officers.

It would be tempting for the correctional service to argue that we should defer action on this until a complete review of practices in other States and overseas might be completed. This is not recommended for several reasons. Firstly, the current state of the training of Officers in the Queensland correctional service is some years behind comparable overseas countries and it would not be appropriate to move *in one step* from where we are, to where others are. Nor would it be wise to attempt to introduce such dramatic change overnight: changes introduced too quickly cause counteractive stress. Changes need to be phased in at a pace at which current staff can handle them, and at which the resources can be released at a steady, a continuous, a guaranteed, but a phased pace. Secondly, the training elements and the approach of the proposals in this report, have in fact already been trialled in a number of other occupational contexts in a number of countries overseas, and have proved to be successful. Thirdly, Queensland needs a solution which *balances* its particular circumstances and its historical and political reality with the actual needs of our prisoners, officers and the community. Fourthly, it is not considered that the schemes current in other Australian States are necessarily a good or better model than that proposed in this report. Practice elsewhere, while helpful by way of setting benchmarks, is not necessarily suitable for automatic replication.

Training: defining roles

Training must be linked to the definition of roles, and can be measured only against clearly defined expectations. Central starting points are therefore an agreement on roles; an increased commitment by the Commission to the training function; and a commitment by the Government for providing the resources for training correctional officers which Australian authorities provide without question for other workers with people like teachers, social workers, probation officers, nurses, therapists, psychologists and so on. ***The quality of output of a service is causally related to the quality and quantity of the training resource-input a Government commits to that service.***

Kidson, Director-General of Corrections in Victoria, summarised this at a Canberra seminar on Correctional Officer training in 1988:-

> "The organisation must decide what training is about. Any such commitment to training will require significant access to both human and financial resources. This in turn requires an unambiguous commitment to corrections by the Government of the day." (Kidson, in Mugford [Edit], 1988, p.4)

It is far from clear that previous Governments have given that commitment. The present Government will be judged on how it matches an alleged commitment with "significant access to human and financial resources".

We discuss firstly, the inservice training needs of existing custodial Correctional Officers and secondly, new proposals for the pre-service training of future Officers.

Evidence from Officers

At each Centre, interviews were held with Correctional Officers, Seniors and Chiefs. In addition to seeking their views and experience on prisoner needs and prisoner behaviour, evidence was sought on the education and training needs of Correctional Officers. The range of Officers reached in each Centre varied for the reasons given in Chapter 1. This also says something about the management style of each Centre, and for the different levels of grasp of *policy* issues, as distinct from day to day administration, of the different Managers. In one Centre, the Manager and Chief of Security organised with the minimum of fuss (and a sensible explanation to prisoners) a one hour lockdown at change-over of shifts to enable as many Officers as possible to come to a group discussion. (Lockdown = prisoners locked in their block, but not in their cells.) In a second, the Manager gave up the timeslot scheduled each week on the same day for his meeting with Officers, to devote it to the

EATOP interviewing and discussion. By contrast, a third Centre had a majority of Officers so generally hostile to the idea of education for prisoners, that only when the Manager agreed to pay overtime for the time involved, did four Officers come for interview and discussion of issues. The reverse was true of a fourth Centre where an experienced and supportive Chief Officer voluntarily remained for several hours on campus after his shift had concluded, and while prisoners were being interviewed, in order to supplement his written evidence with oral discussion of prisoners' needs and changes that were needed in Commission policy and practices if prisoners' needs are to be met. His experienced insights have proved particularly valuable.

The inservice training needs of Officers

In discussions focussing on how Officers saw their inservice training needs in relation to (a) basic courses, (b) self-development courses, (c) updating courses and (d) upgrading courses, it became clear that there has been no effective Budget whatsoever for inservice training of Correctional Officers, for decades. Some of the early discussions pitched at identifying basic needs for *reorienting* Officer attitudes and understanding, initially foundered in Officers' deep - and entirely justifiable - resentment at what they see as twenty years of neglect of their more basic needs, by the former Prisons Department and the Commission alike. The question was therefore put, *"Would you like to tell me just what else it is that you have needed that has not been done? What do you see as the first priorities?"*

There is conflicting evidence from Correctional Officers and from senior Commission staff, on how far Officers' *basic* training needs have, or have not, been met. Custodial Correctional Officers - rightly or wrongly - identified the following areas which they saw as priority areas of inadequately met needs.

* **First Aid**. This is an essential training for all Officers in custodial Centres, and is one of the training areas that needs regular updating. The preferred procedures advised for coping with different accidents (eg burns) or with particular specialities (eg an epileptic fit) have changed over the years. A prison environment is also one in which violence, and therefore injury, is always possible. Some Officers have, however, been directly refused support for this. *"I asked to be sent on a course. I had a letter back saying I had to organise it myself and it would cost me $68"* was a comment which recurred at several Centres. *This policy needs immediate review and further action.*

* **Firearms training**. There was no reliable evidence of the *scale* of undertraining in this aspect of security and control. While no Officer interviewed indicated any wish at all to have to use a firearm, there are clearly cases (certain kinds of escort duty) when Officers need to be armed and when they might, at some stage in necessity, be called upon to use the weapons they are carrying. *There should be*

no Officer in the custodial correctional service who has not received proper and recent professional training and practice in the use of the firearms currently in use, and this needs constant review.

- **Report writing. Basic English and basic education.** Officers who came in from five to fifteen years ago or more, were not required to have any formal educational qualifications. Many had not completed secondary schooling and their terms of reference were essentially that of a "turnkey"; a basic ability to keep a prison secure, locked and under control. Over their years of service, they have been required to widen duties to involve more writing of reports and other paperwork. This is the third most urgent need. While the Commission has provided short courses in report writing for a significant number of Officers over the last two years, there remains a backlog of unmet need of undertraining in Basic English, writing skills and general education. This requires a continuing, and probably an increased, investment. *Any Officer who needs top-up training in basic written communication should receive paid support (tuition fees met) and should be given time off at appropriate times, to complete this.*

- **Stress management**. There is considerable expertise now available in stress management, and courses in this have been generally available in the wider community for years. There can be no doubt that prisons by their very nature are environments where stress management is both needed and a major positive factor in preventing problems from either occurring or escalating. *These courses should be provided for all Officers over a phased period of the next two years.*

- **Fire fighting drills and industrial safety training**. In a number of Centres, real concern was expressed that the senior management of the Centres had an overcasual attitude to these two areas. Officers were genuinely and responsibly concerned for the safety of their inmates and were experiencing serious anxiety because drills, training sessions and instructions were not taking place at appropriate regularity.

These core areas of training are considered to be priority areas of need both for Officers and for the service, and the principle should be established that training courses in the areas are a duty to the QCSC to provide, a right for the Officer to receive, and should be regularly provided at the level of need and not of demand.

RECOMMENDATIONS

(55) That the Queensland Corrective Services Commission institute an immediate written survey, professionally drawn up, to identify what training the current serving Custodial Correctional Officers have had in their career and when, in the key areas of First Aid, firearms training, report writing, stress management, fire-fighting drills and industrial safety training (where relevant); and

(56) That any Officer who has not attended a training course on First Aid within the last five years and firearms training in the last three years, should be sent on an updating course within the next twelve months; the QCSC to make provision for the courses and to meet the cost.

(57) That Stress Management courses be provided by the QCSC over the next two years to all Custodial Correctional Officers who have not completed one in the last five years.

(58) That the QCSC arrange for Custodial Correctional Officers who need training in report writing, to attend an appropriate course, and that QCSC meet the cost of this.

Communication Skills: Interpersonal Relations

Once the issue of what Officers saw as survival training was fully aired, Officers felt able to widen their thoughts and ideas. The major issue which was raised in meeting after meeting without prompting, was that of the perceived need of Officers for training workshops in communication skills and the whole area of interpersonal relations. This priority has been well-established in correctional services overseas and has a track record of considerable success, notably in America. The following illustration is characteristic of a number in the research literature.

> "A 40-hour 13-week human relations training program was offered to correctional staff at the Georgia Rehabilitation Center for Women. A randomly selected sample of 105 inmates revealed that anxiety levels were significantly decreased, their interest in social relationship increased, and the correctional officers' ability to communicate was improved." (Katin, 1974)

This raises again, the question of the polarised views on what prison is for and what the principal duty of an Officer is seen to be. Many Officers came into the service at a time when they were actually *forbidden* to talk to a prisoner other than to bark out an instruction, and to hold a conversation risked a discipline charge for "fraternising". These Officers have not had any training or re-education which would help them firstly to recognise their new role and secondly, to teach them new skills in communication which encourages a humane and respected mutual relationship without weakening discipline.

Many Officers had considerable insights into the changing situation.

> *"Officers aren't given any training in communication skills. Prisoners aren't all what they used to be. In one way they are tougher, in another they're more educated, or some are, and used to a different way. There's an urgent need for officers to be trained in listening skills and in negotiating-kinds of conversation. I don't mean in riot/hostage dramas, I mean every day as we deal with prisoners, just to stop an uptight situation before it develops."* (Senior Correctional Officer, more than seven years service)

Another also saw it as a matter of general supervision.

> *"Prisoners are different now. You can't - and shouldn't - rely on stunning them with gas for the day to day running of a place like this. It's a question of a different management approach."* (Senior Correctional Officer)

But better training in communication skills were also seen as equally relevant in a situation which had, in fact, developed into a violent confrontation, and an alternative to the training in self-defence and unarmed combat for which other Officers pressed.

> *"When you've got a prisoner with a splintered broom who thinks he's got a grievance and yells 'the first screw that comes through here, I'll pin him', you need to know how to handle it - your life depends on it - but you don't have to do it by brute force. That just doesn't work. You need to be able to talk him out of it."* (Former maximum security Officer, now working on prison farm)

Officers who could see the value of improving communication, tended also to see it as part of the general human relations issue.

> *"Each time you have a tense situation and an inmate takes a bar or a razor and the staff are all standing waiting and you talk him out of it, the others say 'how the hell did you do that?'. But you have to show some consideration for an inmate and treat him like he really is human and has feelings, which he does. Now, a lot of Officers won't do that. They make their own problems."* (Experienced Officer, former maximum security, now in open-security work area)

Both prisoners and a range of Officers take the view that it is the manner and rough or crude and contemptuous communication of *some* Officers which helps to demotivate prisoners. It is seen as also a major contributory factor to the incidence of violence and riots as such. Evidence from both other Officers and from prisoners gave example after example of how a particular incident of a violent eruption of one or two prisoners in an otherwise calm block had been, in fact, deliberately triggered by a stream of invective and hostile "needling", by an older Officer.

A Chief Correctional Officer saw this again as a lack of re-education of Officers to see the purpose of prison differently.

> *"They are trained to think security. We don't teach them to forget what an inmate's in jail for. Officers need to learn to just interact with a prisoner and forget what he's in for (unless he's one we've been warned about)."* (Chief Correctional Officer, medium security compound)

Other areas identified by Officers themselves as training needs were ethics and moral education, the study of Aboriginal and Islander culture, and basic psychology.

Current policy?

Despite an apparently impressive haul of paper and documentation, it has not been possible to trace that the new training policies of the Queensland Corrective Services Commission are in fact being properly implemented at Centre level. Evidence suggests that this is doubtful. The Commission has, moreover, inherited a deficit budget, a backlog of unmet training needs and a demotivated staffing force.

What is described as the Queensland "Staff Training College" was opened by the former Prisons Department in January 1986 at Wacol, as part of the prisons complex there. It was designed at that time for 78 students using four seminar rooms, and residential accommodation for 22. It is not evident that in either its budget or its pool of expertise, yet reflects the reality of the scale or depth of complexity of the training needs of the Queensland Corrective Services.

The Training College has not been investigated, partly because this Enquiry focusses on prisoner education and the relevance of Officer training to this, and partly because this exercise has chosen to focus on the reality of what happens on the ground and not the theory propounded by Headquarters. The limited provision of training offered in the last two years by the Wacol Staff Training College was discussed with Officers and with some Staff Development Officers in the Centres visited.

The role and remit of the Training College will need review in the light of the recommendations on the proposed Board of Correctional Education. Current courses have been limited by such factors as resources and by the cost of releasing Officers (in time as well as money). Current courses are, in particular, seen often to be

* too short to be effective (there is increasing research evidence which questions the value of one-off two or three day courses);

* not always adequately designated by grade or standard (eg core and essential for all Officers; selectively essential; optional) or linked in progressionally with other courses.

It is also clear from evidence received from Officers in Centres, that so far both the former Prisons Department and the Commission have had no clearly publicised and identified policy on supporting inservice training or re-education of Custodial Correctional Officers. The Commission has, unwisely, delegated authority to General Managers to support (or block) Officers applying for support for or access to training courses. Whatever the theory, this is currently the practice. Secondly, because no doubt of its totally inadequate budget, the Commission has declined to support either financially or by grant of leave-of-absence, applications from some Officers who wish to study for a relevant tertiary course or qualification. This has served further to demotivate Correctional Officers.

The Commission needs a clear policy on the support of inservice training and upgrading of existing Officers which is criterion-based, is established on clearly defined principles, and includes the concept of a (reasonable, limited but guaranteed) right of *suitable* Officers for some financial support and leave of absence to

(i) acquire new areas of knowledge which it is in the interests of the service for an Officer to have (eg basic further education, knowledge of Aboriginal and Islander culture), or

(ii) upgrade with a relevant tertiary qualification.

RECOMMENDATIONS

(59) That the Commission should survey the current level of educational and training qualifications held by custodial Correctional Officers and establish clearly the scale of training needed to upgrade existing Officers' basic general and further education to the level needed for today's roles.

(60) That the QCSC establish a criterion-based scheme of financial support and shortterm leave for Officers needing to upgrade basic education, and that budgetary provision be made for a phased programme of upgrading over the next quinquennium.

(61) That a clearly defined criterion based scheme be established for financial support and shortterm leave for Officers *selected on merit* to upgrade to a tertiary qualification; and that the QCSC provide a list of tertiary approved accredited courses (TAFE and higher education) for which aid will be available.

The pre-service education and training of future Custodial Correctional Officers

The future entry standards and training needed for future Correctional Officers, is clearly an issue needing urgent review. Managing today's Correctional Centres now involves human relations skills, time-management, personnel management, the ability at all levels to understand the concepts of policy, the ability to work in an interdisciplinary way, a competence in handling documentation and reports, and supervisory skills. One of the criteria for future promotions should be the ability to train new Officers in a wider variety of tasks and roles.

The correctional service is a *combination* of a policing function and a social service. It has become increasingly a technological service. It is a service which requires staff with *judgement* as well as skills. A very experienced Officer with some twenty years or more service commented:

> *"You can't give an Officer enough training - we do need some higher education. Prisoners are getting smarter. But it's not only education - it's training people to trust their common sense and their insights: knowing their people."*

Above all, the work of running a prison (whatever the name, the environment is one of custody and incarceration) requires a relatively higher maturity in its staff, age for age. There is no place for the immature in a custodial Centre.

Entry age and level

The future service should look for education of Grade 12 or an equivalent level. It should also set a normal entry of **30 years of age** in the expectation that no Officer would work for more than 20 years in the direct face to face contact role and that either then (or earlier in cases of special need) Officers would be transferred to less stressful work for the remainder of their service. Any entrant coming in before 30 (and not younger in any circumstance than 27) should have had successful experience of a discipline and trained occupation (nursing, social work, the forces, technical teaching ...) which demands personal maturity.

RECOMMENDATION

(62) That as from a date to be decided but not later than 1993, the entry requirements for custodial Correctional Officer posts be raised to Grade 12 or an equivalent; and to age 30, except in approved exceptional cases when 27 would be an absolute minimum age.

Training content and qualifications

The question of training content and qualifications is more complex and will need considerable further discussion and consultation. There are, however, some principles to be established and some first steps which can be taken.

The custodial correctional service needs an externally accredited qualification for entry which is purpose-designed for a unique service. There is no other service which embodies two separate goals which can so easily slip into mutual exclusivity if training and understanding are inadequate. An American researcher summarises this as a tension:

> "There is an obvious tension in the present prison system between the goal of corrections and the goal of education. While corrections is designed for custody and control, the purpose of education is freedom, growth and self-actualisation. The tension can be seen in the tendency of prison administrators to view education as a method to control prisoners, as well as a public relations device to present a good image to the public, the press and politicians." (Corcoran, 1985, p.53)

Security and rehabilitation sit uneasily together. But both are central, and Officers in the 1990s and the 21st century must be able to handle both.

The professionalisation of training requires a professional input and control. It is proposed that a Board of Correctional Education be established in Queensland, by analogy with the Board of Nursing Studies and the Board of Teacher Education, but with differences contextual to the particular situation of correctional services.

The Board would be responsible for both the custodial and community corrections training programmes in the longterm, but would need to focus almost exclusively on custodial correctional training in its first triennium.

Its precise terms of reference will need discussion and consultation, but should include at least the following.

* developing proposals for externally accredited higher education qualifications for custodial Correctional Officers

* developing curriculum content and professional content for the custodial correction qualifications, through discipline based Panels

* accrediting custodial correctional qualifications

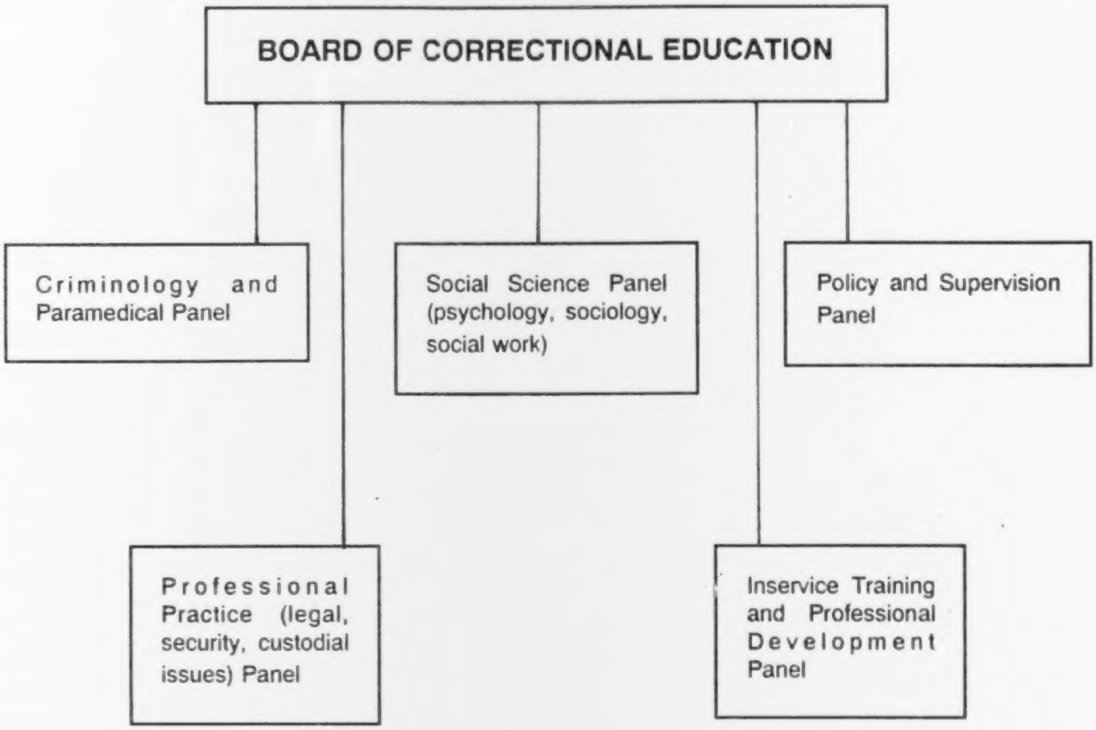
* liaising with relevant tertiary institutions on the provision of appropriate courses.

It is critically important that the task of designing, implementing and accrediting Diplomas or Degrees in Custodial Corrections is **not** handed over to universities or to other higher education institutions without some external moderating and monitoring Board having ultimate control of the reality of the educational and training content. Courses and qualifications for running a prison service with the characteristics of that of the 1990s, need to be monitored carefully for their practicality, realism, applied nature and balanced content of good professional practice.

On the other hand, it is not adequate for staff training at this level to be handled by educators and trainers who do not themselves have considerable intellectual, academic and professional experience of relevant theory and knowledge as well as of the field.

Moreover, with the current political profile of the reorganisation of higher education institutions following the White Paper issued by John Dawkins, Federal Minister for Education, it is equally important that the professionally difficult task of initiating, developing and implementing Diplomas for the correctional services, is taken out of the direct arena of current territorial and political competition for new courses. Empire-building must not be allowed to overshadow the need for each aspect of the new qualifications to be handled by staff and departments and units *uniquely qualified to deliver what the correctional service needs, and not what academics believe people want.*

The number and composition of the Board's Panels will also need further discussion, but the following would be important early panels to establish.


BOARD OF CORRECTIONAL EDUCATION
Criminology and Paramedical Panel
Social Science Panel (psychology, sociology, social work)
Policy and Supervision Panel
Professional Practice (legal, security, custodial issues) Panel
Inservice Training and Professional Development Panel

Membership

The membership of the Board and its Panels is a further matter for discussion and consultation, but there are some principles which should be established at the outset.

* **Tertiary educators**. The Board will need representation from higher education institutions both on the Board and on the Panels.
* **Discipline specialists** will be principally needed on the Panels.
* The Board and all of the Panels should have a significant proportion of representatives drawn from experienced (five years or more) serving Custodial Correctional Officers, including representatives of Chiefs, Seniors and ordinary Officers; and of Community Corrections Officers.
* The QCSC should be represented on the Board, but not necessarily on Panels.
* At least one third of the Board and at least 20% of all Panels shall be women.

* The Board shall include a representative of Aboriginal and Islander interests and the Aboriginal and Islander interest should also be specifically included in membership of the Social Sciences Panel.

Interim proposals for Diplomas

Desirable though it will be to move to degree status in due course, this is not considered either feasible or wise in one step, given the present profile of the custodial staffing of Centres. Change which is too rapid is counter-productive. It will take time to build up course units, find appropriate lecturers and trainers and monitor the early development of a qualification with the unique balance between theory and practice which custodial training will need. The integration of theory and practice will not be easy in this area.

It is considered viable to plan, develop and introduce a pilot one year purpose-designed Diploma in Custodial Corrections by 1992, or at the latest, 1993, provided the Board is set up by February 1991. The Board would be advised to move to a two-year Diploma or degree level course later, probably in its third triennium.

It is proposed that the Diploma recruit at Grade 12 or equivalent and at age 30 (27-29 in exceptional circumstances). It should be designed as a Sandwich Course with the following balance.

Theory	Professional Practice in Custodial Centres	Theory
3 months	4 months	3 months

Entrants would study basic theory for three months with concurrent units in such areas as criminology, elementary psychology, the study of the theory of penal institutional policy and correctional policies, basic relevant law etc.

For the central 4 month period, students would be assigned fulltime to work at a limited number of Correctional Centres approved for the purpose on the basis that 5 trainee students count on the establishment as the equivalent of one Officer. The Board of Correctional Education would, in consultation with the Commission, designate a small number of experienced Correctional Officers as Supervising Officers, who would be paid a small sum for the additional responsibility. Students would be allocated to Supervising Officers for their professional practice period as supernumerary staff and would undertake all of the normal duties which it is possible to give a trainee under supervision. The expectation would be that Supervising Officers will ensure that trainees covered the full range of tasks in the practice period. Supervisors would report back on their trainees to the Course Coordinator of the higher education institution(s) running the Diploma. The students would return to fulltime study for their final three months, able to relate their final theory teaching to practice.

This model would achieve a number of objectives. It would quickly weed out the unsuitable or those who cannot cope with the reality of working in a prison environment, at a relatively early stage, and before they qualify and become established staff. Early weeding out is more cost-effective. More importantly, it provides the *substantial* practice and skills-acquisition which remains centrally important in the custodial area, than a normal academic model could provide. It will, further, involve more Correctional Officers in the training process at a higher level than currently.

RECOMMENDATIONS

(63) That a Board of Correctional Education (BCE) be set up early in 1991 to initiate, develop and accredit higher education and degree courses and qualifications for the custodial and community corrections services, with a minimum membership as set out in this report.

(64) That a one-year Diploma in Custodial Corrections be set up by the BCE not later than 1993 with a Grade 12 or equivalent entry.

(65) That the proposed Diploma be organised on a Sandwich-course basis in such a way that not less than one-third of the course be allocated to fulltime professional practice at approved Correctional Centres under the guidance of a designated Supervising Custodial Corrections Officer.

(66) That the Board be encouraged to move to a two-year Diploma in its second or third triennium.

CONCLUSION

"It is not the evils which are new;
it is the recognition of them."

Macaulay (1800-1859)

In their evidence to the Kennedy Commission, the Society of Friends (Quakers) wrote that

> "It is clear that no changes will substantially improve the present situation unless they arise from *a lived conviction of the value of every human being, free or imprisoned.* In order to ensure that changes in the prison system have a fair chance of success, those responsible for making them work *must share this conviction.*"

There is no doubt, and I must stress that there is no doubt out in the field, that the highest level of leadership now attempting to restructure Queensland's archaic, repressive and under-funded prison system, do share this conviction. What is equally clear however is that there is a strongly divided and polarised view, below the highest levels of the administration of the correctional services, both centrally and in the correctional institutions. One prisoner records with some bitterness, the words spoken to him by a senior Officer shortly after admission for a ten year sentence.

> *"The courts have sentenced you to a term of incarceration which should involve continual emotional pain as punishment, and it's my job to reinforce, not lessen, that emotional pain."* (Long-term prisoner)

The interviews held in this Enquiry with the widest range of interests concerned with correctional services, most sadly confirm that this is not an isolated case.

Prisoners are, understandably cynical about the seriousness of the EATOP Enquiry, which they see as yet another exercise in public cosmetics. Written evidence from a long serving prisoner expresses a generally held view:-

> *"The Kennedy Report is viewed as inconvenience to be circumvented ... your (education) report will obviously be viewed and treated in the same way .... When I first came to this jail and realised the aims of the Kennedy Commission, I was filled with hope. I thought that problems with the implementation of its aims*

> *would be overcome. I now realise that overcoming its recommendations is a deliberate policy by the most powerful faction within Corrective Services. Allowing people like yourself to produce "rehabilitationist" screeds makes a good smoke screen for their true philosophies."*

I hope that this, and other prisoners will not see this as a smokescreen report. **But most of all, I hope that the public and the politicians will simply not allow the report to be cosmetic**; I hope that the public and the politicians will not in particular allow the fact that we have inherited an appallingly ill-designed, ill-equipped, ill-funded and demotivated prison service with nineteenth century philosophies and attitudes, to act as a convenient alibi for leaving the proposals and reforms in this report in the too-hard basket. Continued neglect to invest in true correctional and rehabilitation services, means that we are actually investing in more crime, suffering and disillusion. This cannot be good for society.

Special groups and areas not covered in this report

It will be evident to those who have read this far, that there are many areas of need and problem, not covered in the main body of this report. This is not because they are not seen as important - indeed, as needing extra and immediate attention and action. It is because the scale and complexity of the issues which have emerged as the Enquiry has developed, and the urgent need for a report to be produced, debated and cleared in time for provision to be made for implementation in the 1991-92 Budget, have limited the range of issues which could be thoroughly and appropriately covered. The report is essentially a major policy report. Further work in more detail will need to be set in train to look at

(a) particular target groups with special needs, and

(b) particular professional areas of the provision of education (curriculum, methods, screening of providers ...)

Groups with special needs

(i) Young people

It is significant that no evidence has been received which highlights the particular problems of or provision for young offenders. It is important that just because of their youth, they are not regarded as homogeneous.

It cannot be assumed that an offender is necessarily a social victim and a misunderstood misfit, simply because he or she is young. Some young people under 19 in our prisons have been hardened criminals from the age of 8 or 9. Some have an amorality, an ethical and moral vacuum at age 15 or

16, which is frightening to watch. On the other hand, some of the younger prisoners seen in the EATOP enquiry, are bewildered and rightly resentful at a social system which allowed them to be abused at home, which turned them out from unsupportive or brutal homes to join the homeless, in their early teens. In the case of younger women, many are the victims of incest and sexual abuse and join the homeless to get away from unbearable home victimisation. Yet others seen in interview, are irresponsible middle class youths for whom greed for material goods and status has drive them down an escalating path of repeated offences, each more serious than the last.

What is certain is that there cannot be one policy for "youth". We need improved diagnostic and assessment facilities in a secure residential setting where young offenders under 20 can be screened and assessed before decisions are made as to their custodial future. For it must be faced that community-based provision is simply not enough for some young offenders. Many young prisoners seen in the Enquiry had already been through the full gamut of non-custodial correction. But assessment procedures are not, currently, working. One of the Correctional Counsellors in Centres criticised the quality and focus of the psychological reports that reach them.

> *"Psychological reports tell us what a man isn't, not what he is. 'This man is not psychotic.' 'This prisoner does not have a serious personality disorder.' It's as much use as going to a doctor for an opinion on a child with spots and being told 'this child does not have a broken leg ...'."* (Counsellor)

Putting some younger offenders straight into a mainstream prison with hardline longterm criminals, simply does not work. Queensland needs a range of residential institutions targeted at different kinds of younger offenders under 20 (the dividing lines of 16, 17, 18 for different kinds of legal status of "youth" are entirely arbitrary) which provide different approaches. No really clear consensus of evidence is yet available, what that should be, but two gaps could be filled immediately for provision of a kind proven to be successful overseas: improved diagnosis and assessment, and a tough, outdoor youth custodial Centre.

RECOMMENDATIONS

(67) That a Task Force be set up to investigate the need for a wider range of provision for younger offenders under 20, in custodial settings, for those offenders who have not responded to community-based corrections.

(68) That meanwhile, the future of Palen Creek and Numinbah be reviewed, and one of these Centres reallocated for redesign as a tough, outdoor custodial Correctional Centre for young offenders, with remedial rehabilitation programmes as a central focus of the Centre.

(69) That a special residential custodial diagnostic and assessment Centre for young offenders given a prison sentence be built, preferably on the vacated Boggo Road site, to which offenders would be sent for skilled assessment and classification before allocation to a particular custodial Centre.

(ii) Aborigines and Islanders

Again, too little evidence has been received, and too little consensus in that evidence, to make it possible to make specific recommendations for the Aboriginal issue as such. In so far as there was consensus, it rested in the principle that the answer lay neither in complete segregation and special programmes, nor in treating Aboriginal and Islander prisoners exactly like other prisoners; a diagnostic balance was needed, summed up in one comment from an experienced Officer.

> *"Aborigines should be dealt with as one group for such things as Cultural Awareness and Aboriginal Arts and Crafts to give them a sense of identity, but in order to be part of the whole complex should join multicultural classes for other subjects."* (Chief Custodial Correctional Officer, written evidence)

The Commission has already appointed an Aboriginal and Islander consultant, and the complex issues involved are already being discussed and specific policies are likely to follow. There is no easy solution and it would be improper in a wide-ranging enquiry of this nature to attempt to do so. **What can be said, is that the issue of Aboriginal and Islander prisoners is not one of a homogeneous group**. Aboriginal and Islander prisoners range from those from rural missions, to under-educated urban men and women, to a few highly educated and politically alert spokesmen. There is no consensus among Aboriginal and Islander prisoners (any more than we expect consensus from the main body of prisoners) and it cannot be assumed that all have the same needs or the same attitude.

Aboriginal and Islander prisoners will expect to, and should be expected to, share in the expanded educational opportunities set out in the (A), (B) and (C) scheme in Chapter 4. But these will need cultural adjustment.

RECOMMENDATION

(70) That as new curricular programmes at (A) and (B) level are developed, consultation take place with relevant Aboriginal and Islander interests about how far, and in what ways, programmes might need cultural adjustment for Aboriginal and Islander prisoners.

Community involvement

Finally, a word should be said on community involvement. Whether this Report is buried, or is acted upon, will depend on public response.

> "Because of the close links between prisoner education and the rehabilitation theory of corrections, prison programs can be radically affected by shifts in the public mood, or by perceptions of what that mood is ... The practical effect of all this involvement by the public, the press and the politicians is that most prison education programs are grossly underfunded and poorly administered." (Corcoran, 1980, p.52)

Similar under-investment is evident in the very inadequate *after-care* facilities for discharged prisoners. It is essential that the main responsibility for after-care of discharged prisoners should rest with fulltime permanently established and professionally qualified workers. But here again, there is widespread support in evidence received, for a greater community involvement and for the use of voluntary workers in association with qualified workers. One such suggestion involves training voluntary workers in a team setting:

> *"A program of supportive aftercare by para-professional counsellors from the religious community could be a great asset to offenders. Clergy and approved church workers could be trained in a standardized program of aftercare which included a curriculum dealing with self-esteem, relationships, the search for meaning, and spiritual direction. Suggested outlines and interventions would need to be agreed upon by both representatives of the religious community and governmental bodies such as our Corrective Services. Care providers would be selected after an interview and would attend day seminars from time to time in order to have initial training and to participate in ongoing group supervision. The care providers should receive free training and materials, but their services should be voluntary."* (Lutheran Church of Australia, Queensland District)

We have not been able to deal with Community Correctional Services in this report, but are conscious of many other areas in which community support could transform the service. Industry and commerce could well afford to donate modern equipment (computers, word-processors etc) for vocational training of selected prisoners. The chaplaincy services are overworked and understaffed and need expansion.

> *"There any many areas where Church people could be involved in the wide-ranging programmes outlined as necessary. Certainly there is concern about offenders, and a desire to see offenders reduced in numbers, and for their time of incarceration to be useful. There will be many more Chaplains needed, calling on many more*

> *to assist them.* ***The time is right for sweeping changes in the Corrective Services."*** (Social Issues Committee, Anglican Diocese of Brisbane)

A Swedish trainee who had completed some nontraditional vocational training in the late 1970s as a step in rebuilding her life, told her Social Worker wistfully

> *"My destiny must be out there someplace"*

Not only the destiny of the prisoners in Queensland, but of the society in which they live, will depend on the courage of the Government to give the Commission the funds, the expert resources and the political backing, to improve the destiny of both.

SUMMARY OF RECOMMENDATIONS

CHAPTER 2

(1) That the Commission's present practice of moving prisoners instantly, at little or no notice, should cease, and moves and transfers be discussed, planned and controlled in accordance with Sentence Management requirements.

(2) That no moves or transfers should take place without consultation with and receipt of reports from staff who regularly deal with a prisoner, viz Education Officer, Counsellor, trades instructors, etc.

(3) That except in exceptional circumstances, Sentence Management Committees should not approve transfers which interrupt education and training programmes in mid-completion.

(4) That prisoners should not be transferred if they only have a few weeks or days to serve. A minimum period of three full months to serve should be set for a transfer.

(5) That the future of Borallon be reviewed, in consultation with the Management teams of other Correctional Centres; the maximum security wing of Borallon revert to use for maximum security prisoners as soon as possible; and that an external professional evaluation of Borallon be commissioned to take place in the last six months of the current Borallon contract.

CHAPTER 3

(6) That when the new cell block for Division 1 at Townsville Correctional Centre is brought into use, A and B Blocks be demolished immediately to prevent their continued use; and the land reallocated for a permanent future purpose-designed education and training block.

(7) That education and training provision for the medium security wing be reviewed and revised proposals prepared for immediate minimum provision which would provide for two classrooms, a separate library and for at least four small tutorial/interviewing rooms (based on a continuation of current numbers), and an office.

(8) That as and when the Women's Wing closes (see recommendation 40), the accommodation be reallocated to the male prisoners.

(9) That meanwhile, the hard tennis court area be closed in and adapted to provide for a general teaching area, an equipped office and a tutorial/interviewing room.

(10) That authority be approved for a block of three demountable classrooms to be erected at Brisbane Women's Correctional Centre as an interim measure for education and training purposes, as a first priority on capital funds; to be supplied not later than 1991.

(11) That Federal funds be urgently sought as part contribution under the Federal Government's Gender Equity programme and as a project for International Literacy Year; but that the provision be not dependent on Federal funding.

(12) That the plans for the new Remand/Reception Centre be immediately reviewed and that external educational expertise be immediately consulted to make sure that the plans for this 1990s facility include the proper and requisite facilities for education and training.

(13) That the education room under C Wing and the education room in the former Detention Unit at Brisbane (Male) Correctional Centre be immediately equipped with proper and adequate modern furniture and equipment to meet the priority needs of prisoners as designated in this report and by the Education Officer.

(14) That the levelling up of basic educational equipment be not a charge on the Centre's existing limited Budget but a net addition.

(15) That future plans for Woodford must include provision of education and vocational training for all prisoners on the basis of need.

(16) That interim provision be made at Woodford for improved classroom, interviewing and counselling accommodation.

(17) That a properly equipped block be built at Woodford to provide a range of vocational training activities which are not only industrial but also commercial and craft-based.

(18) That a purpose-designed block to provide for education and vocational training be provided at Rockhampton Correctional Centre as an early charge on the building programme.

(19) That the future of Wacol Correctional Centre be reviewed and longterm accommodation be provided for the continuation of education and vocational training at Wacol.

(20) That every Correctional Centre in Queensland should be guaranteed the establishment of library facilities which include (a) basic reference works of a number, modernity and quality to meet the educational needs of all prisoners fulfilling the core (A) educational programmes set out in Chapter 4 (following) and of approved prisoners following selected (B) and (C) programmes as designated in Chapter 4; not later than the 1991-92 financial year.

(21) That the lighting standard be reviewed by a qualified ophthalmologist in (i) cells in which prisoners are expected to work, (ii) libraries, and (iii) teaching areas in all Correctional Centres in Queensland; and

(22) That the lighting be brought up to the required standard for reading and writing without detriment to prisoners' eyesight.

(23) That the following criteria be established for the future location of all new Custodial Correctional Centres or institutions in Queensland:

* accessible to local education and training facilities which can be readily reached by prisoners on classifications which allow leave of absence for outside education and training.

* located near or in a centre of population to make immediately accessible a pool of consultants (psychologists, therapists, careers counsellors, medical and paramedical staff) and teachers, tutors and trainers for work in the Centre.

* readily accessible by public transport as well as by car to families, friends, visitors, chaplains and voluntary welfare groups.

CHAPTER 4

(24) That all courses and programmes of education and training in Queensland Correctional Centres be reclassified on a three tier system (A), (B) and (C) on the lines and with the criteria and characteristics of the scheme set out in this Report.

(25) That, in particular, the award of OT marks, remission, parole, home detention etc should use as part criteria, **successful completion** of (A) and (B) programmes of education and training.

(26) That for the immediate future, no charge be made to either Correctional Centres or prisoners for courses provided by the School of Distance Education in literacy, basic general education and further general education.

(27) That a Task Force or Working Party be immediately set up to consider and define the role of the State Education Department in contributing to the provision of education in custodial Correctional Centres.

(28) That the Task Force report back as soon as possible on

(a) the use of State Education Department personnel in the educational assessment of prisoners;

(b) the use of State Education Department curricula and resources for (A) level programmes;

(c) the contribution the State Education Department can make to improved inservice training of tutors and teachers in Correctional Centres;

(d) other contributions the State Education Department can make to an effective Correctional Education Service.

(29) That a Working Party be set up to develop a Queensland Adult Literacy course suitable for distance work with offenders; and to recommend proposals for the training of tutors in the tutoring of literacy programmes in custodial Correctional Centres.

(30) That resources be provided for the introduction of a uniform Queensland Adult Literacy course as an (A) course in all Correctional Centres in the 1991-92 financial year.

(31) That permanent budgetary provision be made for (A) level courses in Adult Literacy in custodial Correctional Centres.

(32) That Queensland correspondence courses be developed in apprenticeship training in key areas of vocational training; and that these be made available to Queensland prisoners.

(33) That from July 1991, no charge should be made for TAFE courses provided to Queensland Correctional Centres, and

(34) That a high level Working Party be set up with representatives of the QCSC, the State Education Department and DEVETIR to discuss and recommend not later than May 1991, realistic proposals for the funding of correctional education which will (i) guarantee a minimum provision of (A) and (B) level courses at each Centre, and (ii) guarantee an annual minimum Education Budget for each Centre at the level of need, and (iii) remove any procedure for inter-departmental charges, which are meaningless, costly and wasteful of clerical and financial resources.

(35) That as the development of (A) and (B) programmes in Centres increases, Education Officers in larger Centres be given an assigned clerk/typist as infrastructure.

(36) That one fulltime tutor in English and one fulltime tutor in Maths be appointed to all Correctional Centres with enrolments of over 180 prisoners.

(37) That a post of Principal Education Officer be created at Commission Headquarters, to act as the professional Head of the Correctional Education Service; her or his terms of reference to include policy liaison with other Departments and agencies, supervision, appraisal and professional support for Education Officers; and development of improved training for Correctional Education.

(38) That the State Government extend to prisoners the same right to allowances for books and materials as is available to other students, provided that prisoners are studying on either an (A) or a (B) course and that his or her application for grant is supported by the Sentence Management Committee of the Centre.

(39) That pressure be brought to bear on the Federal Government to remove the discrimination against prisoners which excludes them from grant-aid schemes, either by opening up AUSTUDY or by creating a Prisoner Education Grant.

CHAPTER 5

(40) That the Townsville Women's Correctional Wing be closed in 1991 and that no future prison facilities for women be provided in North Queensland.

(41) That correctional policy for rural Aboriginal and Islander women in North Queensland be reviewed urgently, and alternative non-custodial community corrections programmes be constructed for Aboriginal and Islander offenders, jointly by the correctional authorities and relevant Aboriginal and Islander representatives and interests.

(42) That women offenders sentenced in North Queensland for six months or less be not committed to custodial correction, but sentenced to rigorous and disciplined community corrections programmes.

(43) That where a custodial sentence is considered necessary for women offenders in North Queensland because of the nature of the offence, women offenders be sent to Brisbane (Women's) Correctional Centre for the length of the custodial element of their offence; but that if they later qualify for home detention or parole or community correction for part of their sentence, these be programmed in their home location and not in South East Queensland.

(44) That the proposed new Women's Correctional Centre be not built at Gatton.

(45) That a new 100 place Women's Custodial Correctional Centre be built on part of the Boggo Road site freed up by the demolition of the old Brisbane Male Correctional Centre.

(46) That a small therapeutic correctional centre for young offenders aged 16–18 who are non-violent but in need of specialised programmes of therapy, treatment and remedial education, be built on the remainder of the vacated Boggo Road site.

(47) That in the meantime, appropriately resourced and staffed Core (A) programmes as listed in Recommendation (24) be phased in at Brisbane Women's Correctional Centre as a matter of urgency.

(48) That an Interdisciplinary Working Party be set up to review the needs for the provision of (B) and (C) programmes as set out in Recommendation (24) at Brisbane Women's Correctional Centre, and make recommendations to report back as a matter of urgency.

(49) That programmes of therapy and counselling be set up at Brisbane Women's Correctional Centre to deal with the special needs of women who have been the earlier victims of abuse (of whatever kind), as a prerequisite to their achieving the capacity to profit from education and training programmes.

CHAPTER 6

(50) That the sentence management procedures and the classification procedures and criteria, be so revised as to enable full sentence management to operate, and to enable prison offenders, whatever their original offence, to gain some credit for remission, reclassification etc, by positive achievement in (A) and (B) programmes as defined in this report.

(51) That discussions be set in train with representatives of judges and magistrates, on the limited usefulness of prison sentences shorter than one year reducing to nine months, and the alternative options of rigorous community corrections sentences.

(52) That the need of working prisoners to be released for part of each day for essential (A) programmes and for recommended approved (B) programmes, take precedence over the requirement for prison industries and workshops to show a "profit" or to be "self-funding".

(53) That if, according to sentence management decisions, an industry or workshop releases prisoners for part-time classes during the day, and consequently does not show a profit, it be not necessarily or automatically closed down.

(54) That the Commission's directive to the current industries, bakeries, laundries and workshops that they will be closed down if they do not show "cost-effective" balances and profits, be rescinded.

CHAPTER 7

(55) That the Queensland Corrective Services Commission institute an immediate written survey, professionally drawn up, to identify what training the current serving Custodial Correctional Officers have had in their career and when, in the key areas of First Aid, firearms training, report writing, stress management, fire-fighting drills and industrial safety training (where relevant); and

(56) That any Officer who has not attended a training course on First Aid within the last five years and firearms training in the last three years, should be sent on an updating course within the next twelve months; the QCSC to make provision for the courses and to meet the cost.

(57) That Stress Management courses be provided by the QCSC over the next two years to all Custodial Correctional Officers who have not completed one in the last five years.

(58) That the QCSC arrange for Custodial Correctional Officers who need training in report writing, to attend an appropriate course, and that QCSC meet the cost of this.

(59) That the Commission should survey the current level of educational and training qualifications held by custodial Correctional Officers and establish clearly the scale of training needed to upgrade existing Officers' basic general and further education to the level needed for today's roles.

(60) That the QCSC establish a criterion-based scheme of financial support and shortterm leave for Officers needing to upgrade basic education, and that budgetary provision be made for a phased programme of upgrading over the next quinquennium.

(61) That a clearly defined criterion based scheme be established for financial support and shortterm leave for Officers *selected on merit* to upgrade to a tertiary qualification; and that the QCSC provide a list of tertiary approved accredited courses (TAFE and higher education) for which aid will be available.

(62) That as from a date to be decided but not later than 1993, the entry requirements for custodial Correctional Officer posts be raised to Grade 12 or an equivalent; and to age 30, except in approved exceptional cases when 27 would be an absolute minimum age.

(63) That a Board of Correctional Education (BCE) be set up early in 1991 to initiate, develop and accredit higher education and degree courses and qualifications for the custodial and community corrections services, with a minimum membership as set out in this report.

(64) That a one-year Diploma in Custodial Corrections be set up by the BCE not later than 1993 with a Grade 12 or equivalent entry.

(65) That the proposed Diploma be organised on a Sandwich-course basis in such a way that not less than one-third of the course be allocated to fulltime professional practice at approved Correctional Centres under the guidance of a designated Supervising Custodial Corrections Officer.

(66) That the Board be encouraged to move to a two-year Diploma in its second or third triennium.

CONCLUSION

(67) That a Task Force be set up to investigate the need for a wider range of provision for younger offenders under 20, in custodial settings, for those offenders who have not responded to community-based corrections.

(68) That meanwhile, the future of Palen Creek and Numinbah be reviewed, and one of these Centres reallocated for redesign as a tough, outdoor custodial Correctional Centre for young offenders, with remedial rehabilitation programmes as a central focus of the Centre.

(69) That a special residential custodial diagnostic and assessment Centre for young offenders given a prison sentence be built, preferably on the vacated Boggo Road site, to which offenders would be sent for skilled assessment and classification before allocation to a particular custodial Centre.

(70) That as new curricular programmes at (A) and (B) level are developed, consultation take place with relevant Aboriginal and Islander interests about how far, and in what ways, programmes might need cultural adjustment for Aboriginal and Islander prisoners.

ANNEX A

ORGANISATIONS AND AGENCIES DIRECTLY INVITED TO SUBMIT EVIDENCE

Churches -

- Anglican Church
- Catholic Church
- Baptist Union of Queensland
- Lutheran Church
- Uniting Church
- Salvation Army

Prisoners Aid Groups -

- Prisoner & Family Support Association (Qld)
- Prisoner Transport Group Inc
- Central Queensland Prisoners Aid Society
- Prisoners Aid Society (Townsville)
- Far North Queensland Prisoner & Family Support
- Prisoners Legal Service
- Prisons Mission Association
- Prison Fellowship of Australia (Queensland Chapter)
- Victims of Crime Association

Aboriginal & Torres Strait Islander interests -

- IPCHAC
- Aboriginal & Torres Strait Islander Studies Unit, University of Queensland
- James Cook University, Townsville
- Townsville College of TAFE

Representatives of Correctional Officers -

- Professional Officers Association
- State Service Union

Government Departments and Agencies -

- State Education Department
- TAFE/DEVETIR/BEVFET
- Mr Paul Braddy, Minister for Education

Directors General, Corrective Services -

- New South Wales
- ACT
- Victoria
- South Australia
- Western Australia
- Tasmania
- Northern Territory

Education interests -

- Queensland Council for Adult Literacy
- Council of Adult Education, Melbourne

Queensland Council for Civil Liberties

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